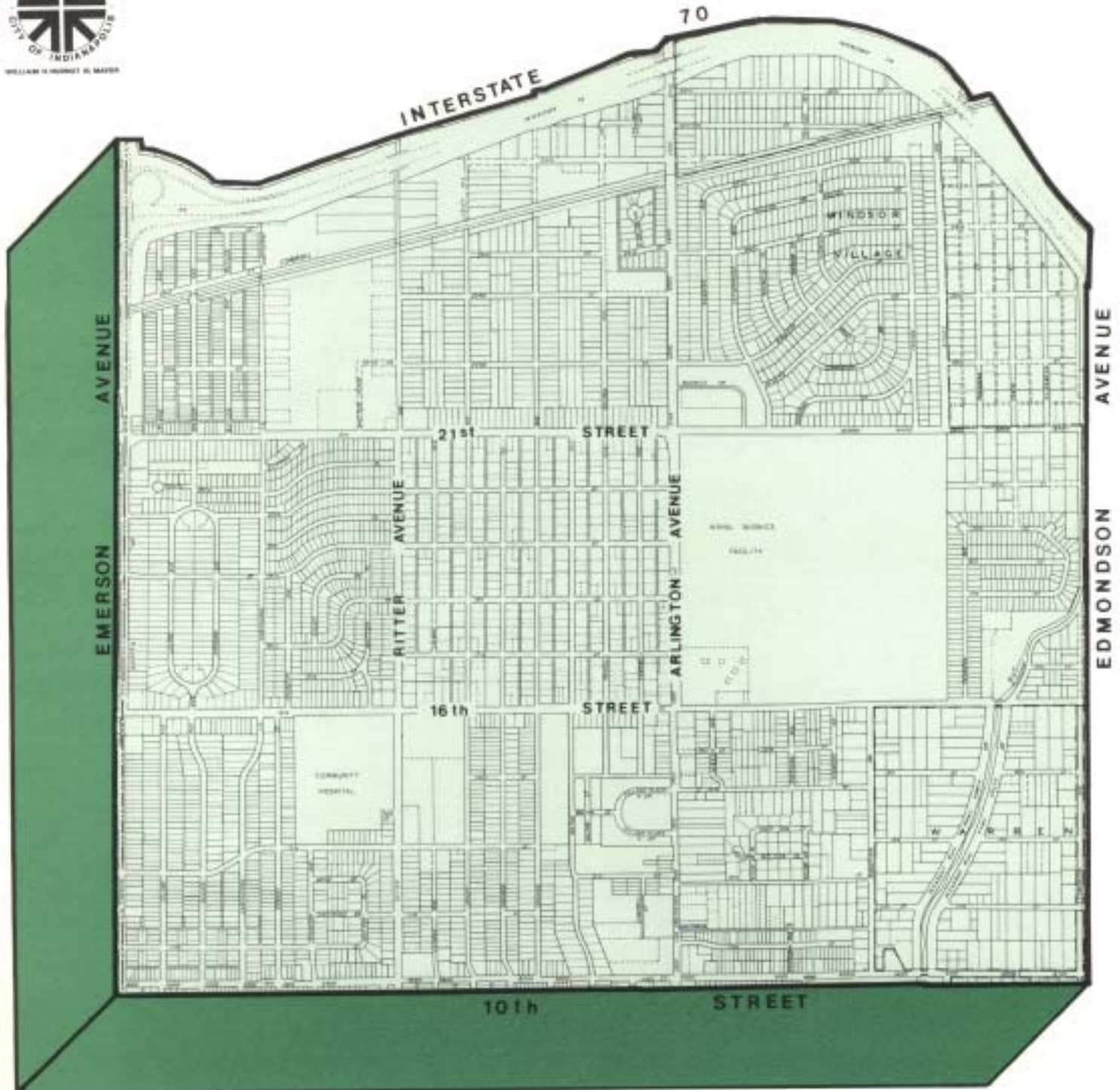


# CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN



# **CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN**

**Prepared By:**

**DIVISION OF PLANNING  
DEPARTMENT OF METROPOLITAN DEVELOPMENT**

**June, 1990**

**Indianapolis-Marion, Indiana**

METROPOLITAN DEVELOPMENT COMMISSION  
OF MARION COUNTY, INDIANA

DOCKET NO. 90-CPS-R-6

RESOLUTION 90-CPS-R-6, AMENDING A SEGMENT OF THE COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA, CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN.

BE IT RESOLVED by the Metropolitan Development Commission of Marion County, Indiana, that, pursuant to I.C. 36-7-4, the Metropolitan Development Commission of Marion County, Indiana, hereby amends the COMPREHENSIVE OR MASTER PLAN FOR MARION COUNTY, INDIANA, by adoption of the CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN, which is attached hereto and incorporated herein by reference, as an AMENDMENT OF THE COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA.


BE IT FURTHER RESOLVED that the Secretary of the Metropolitan Development Commission certify copies of this RESOLUTION 90-CPS-R-6, AMENDING THE COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA, CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN.

BE IT FURTHER RESOLVED that the Director of the Department of Metropolitan Development is directed to mail or deliver certified copies of this RESOLUTION 90-CPS-R-6, upon final adoption, as an AMENDMENT TO THE COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA, to the legislative authorities of all incorporated cities and towns in Marion County, Indiana, the Mayor of the City of Indianapolis, the City-County Council of Indianapolis and Marion County, and the Board of Commissioners of Marion County, Indiana. The Director shall also file one (1) copy of the Resolution in the office of the Recorder of Marion County.

  
Presiding Officer  
Metropolitan Development Commission

  
Secretary  
Metropolitan Development Commission

APPROVED AS TO LEGAL FORM  
AND ADEQUACY THIS 2nd  
DAY OF MAY, 1990

  
James B. Burroughs  
Deputy Corporation Council

# CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

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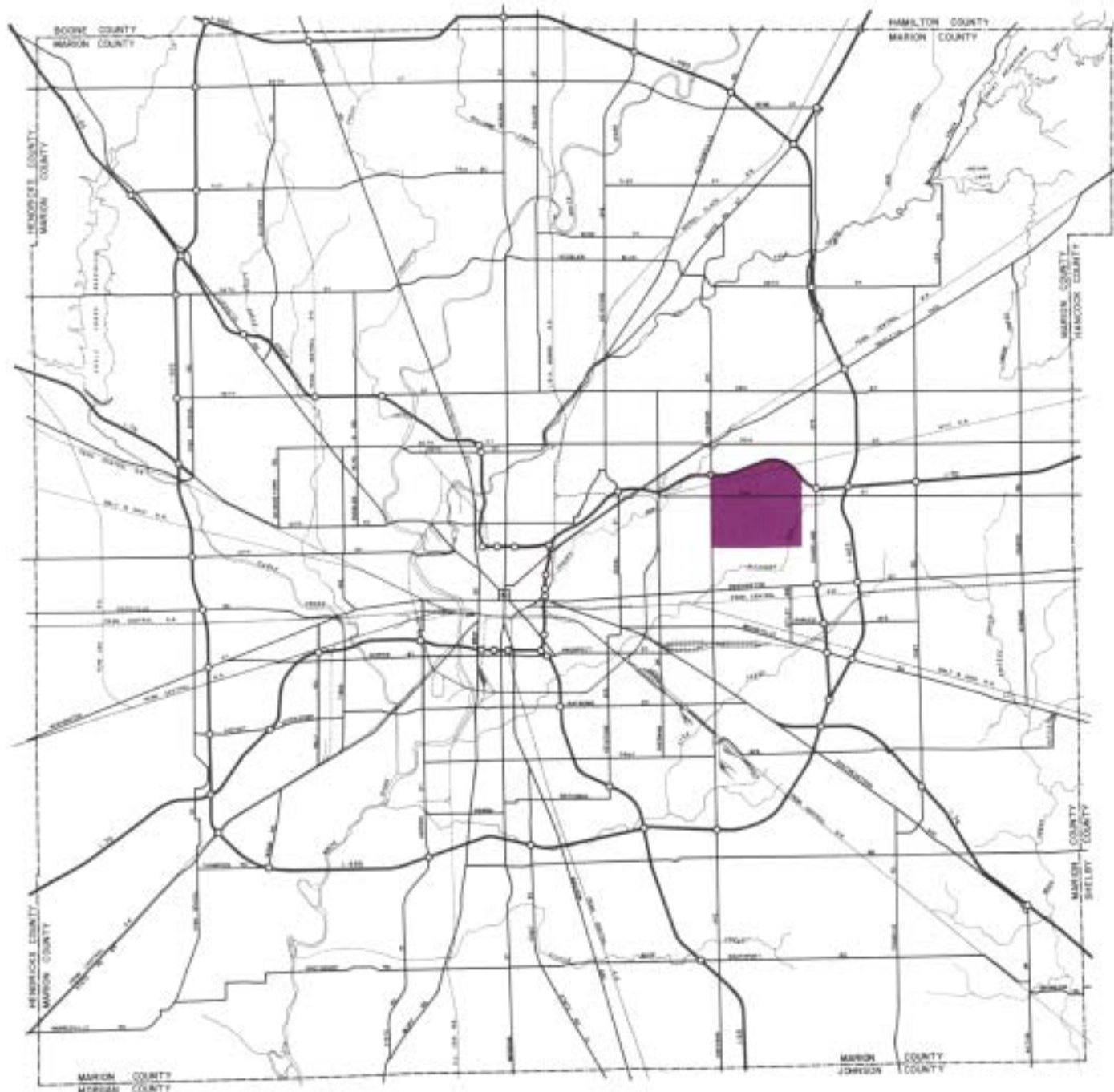
## CONSOLIDATED EASTSIDE PLAN

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## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

### Map 1 / LOCATION MAP

The preparation of this map  
was financed in part by a  
Community Development Block Grant



June, 1990  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

## EXECUTIVE SUMMARY

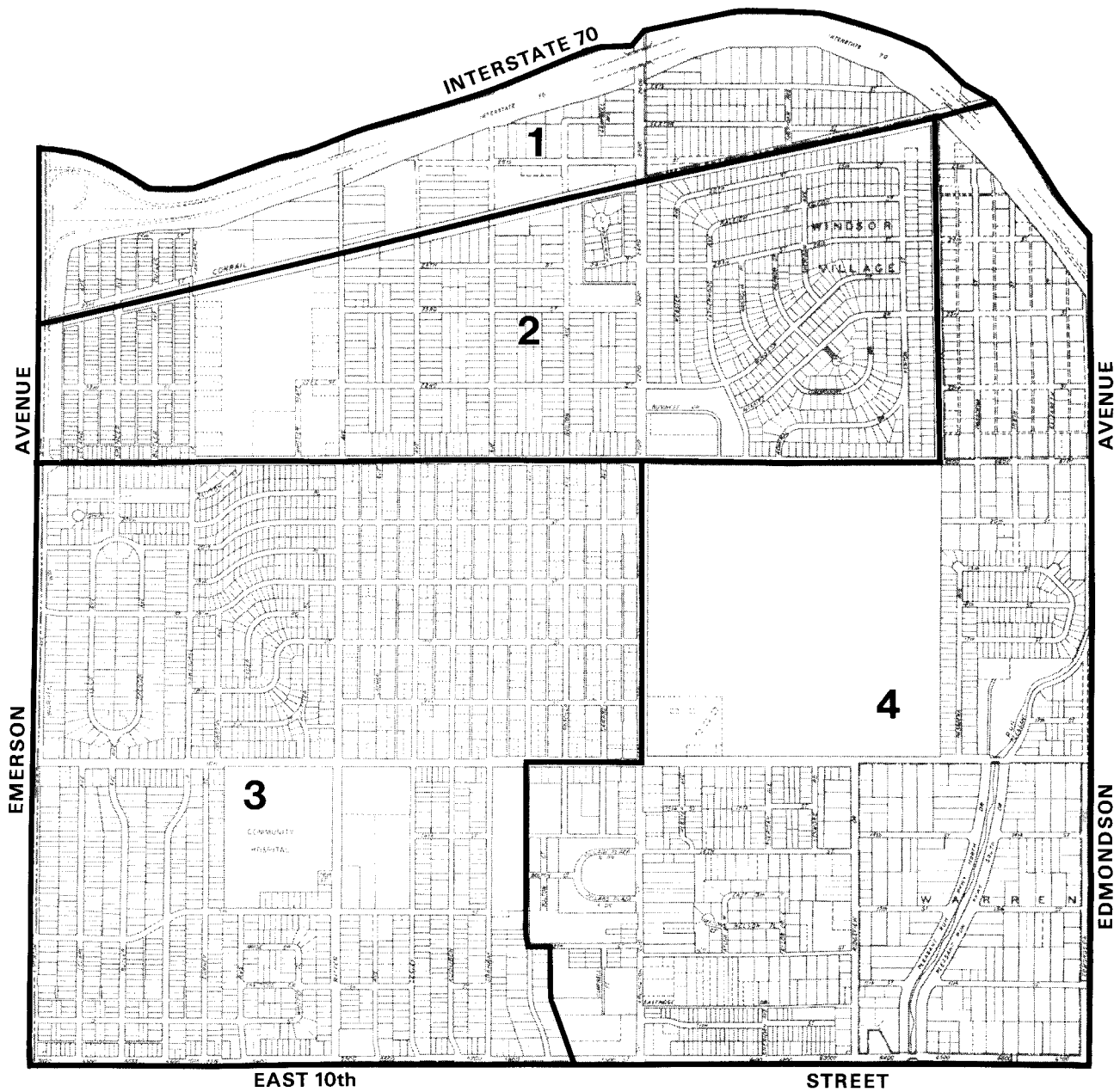
The Consolidated Eastside Neighborhood is bounded on the north by I-70 and on the south by East 10th Street. Located between Emerson Avenue and Edmondson Avenue, the neighborhood was developed primarily during the 1950's, on the periphery of the old city limits, within Warren Township. Two major employers are located there: Naval Avionics and Community Hospital. This is primarily a neighborhood of well maintained, single family homes. However, there are pockets which are beginning to show signs of deterioration and disinvestment.

Two major issues concern residents of the area: conflict between hospital-related businesses and residential areas, and the influence of deteriorated rental property on the surrounding neighborhood. These issues are examined closely by sector in the "Assets and Liabilities" section of this plan. The reader may want to turn to the "Data Inventory" section (page 36) to obtain detailed background information on which the plan is based. After examining the assets and liabilities in all four sectors, specific areas were identified as critical areas which require a greater level of detail for both depiction of existing conditions and for analysis. (See Map 6: Critical Areas, page 16.) In the "Recommendations for Critical Areas" section, the critical areas are described; background information is given; and, a variety of specific recommendations are made.

The Land Use Plan and the Zoning Plan illustrate recommended changes in land use and zoning classifications for the neighborhood. Because the Consolidated Eastside Neighborhood is almost totally developed, changes are suggested primarily to correct inappropriate zoning classifications, to guide revitalization in transitional areas, and to separate incompatible land uses. The housing component of this plan recommends the formation of a Community Development Corporation (CDC) for the area, and suggests a seven phase process for building the capacity to rehabilitate structures in the Windsor Village area. Other options are explored, including the possibility of linkage with an established CDC.

The primary strategy of the Consolidated Eastside Neighborhood Plan is to preserve existing desirable housing stock, to improve conditions in the deteriorated areas, and to recommend commercial and industrial land use and development that will benefit the community and the city. Once the plan is adopted by the Metropolitan Development Commission, it will provide a guide for policy direction with respect to growth and development within the study area. The adopted plan will help ensure that investment in the study area occurs in a comprehensive manner.





**CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN**  
**MAP 2 / SECTOR BOUNDARIES**

## INTRODUCTION

The purpose of neighborhood planning is to encourage the preservation, revitalization, and enhancement of the neighborhood. Many older neighborhoods have problems such as physical deterioration of structures and public improvements; social vulnerability, including populations composed of the elderly, low income persons, and single head-of-household families; and economic deficiencies such as a poor investment climate, reduced buying power, and few job opportunities. Residents of such neighborhoods are often victims of crime. Such conditions require a concerted effort on the part of everyone involved. Through a partnership between the City and the neighborhood, plans can be developed with guidelines for the coordination of resources, reinforcement of neighborhood goals, and revitalization of the area. Once a plan is accepted by the neighborhood residents and officially recognized by the City through its adoption by the Metropolitan Development Commission, it can serve as the guide for implementing public improvement programs, inviting private investment, and encouraging self-help by the residents.

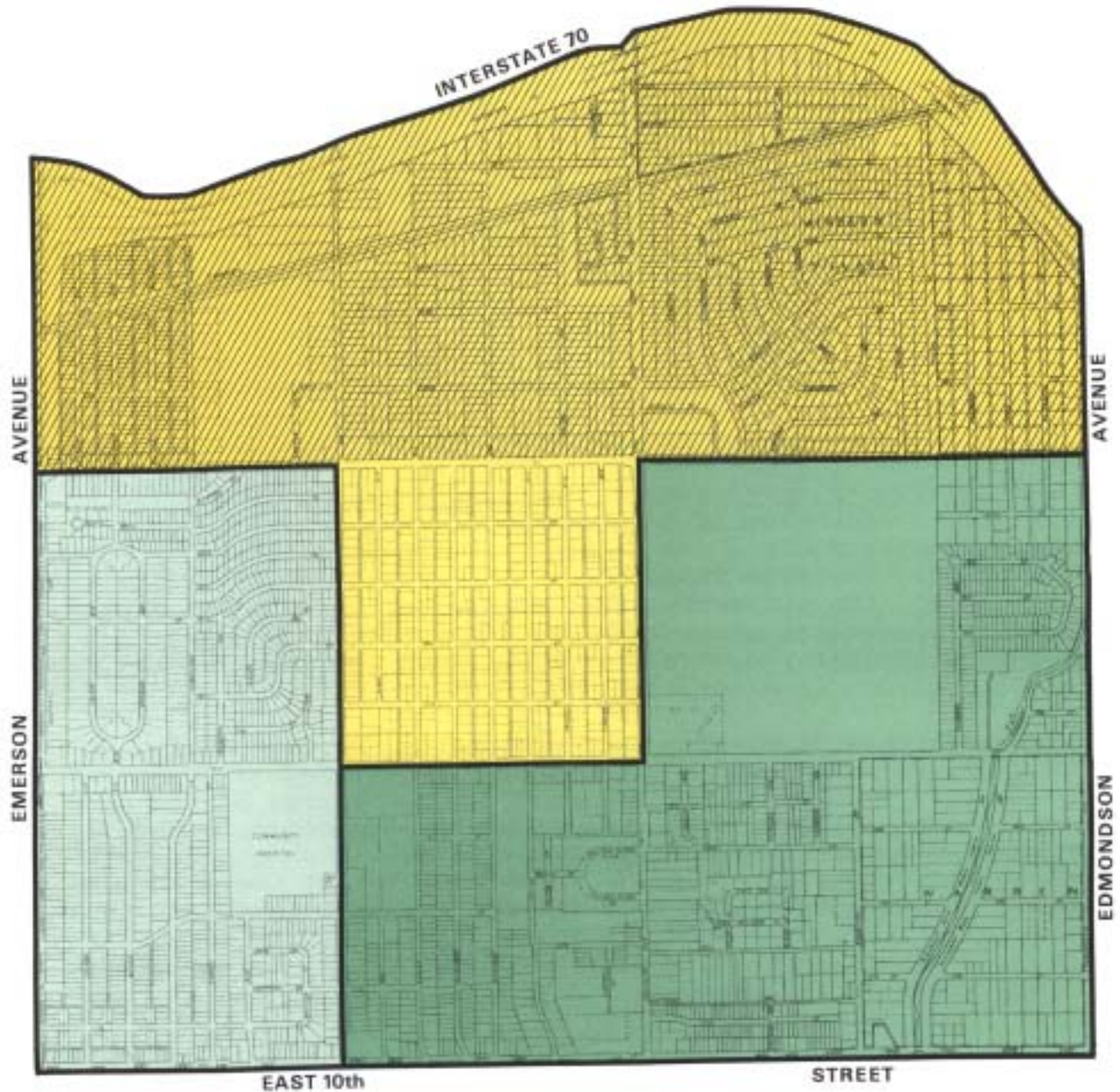
A neighborhood plan is a detailed plan of a part of a larger community. This plan is a refinement of the overall comprehensive community plan for the area. Since its major function is to guide development, the plan itself does not mandate action, but rather outlines all the necessary steps to action. Neighborhood planning seeks to guide both short-term and long-range improvements, but is focused principally on those changes which may require considerable time and effort to accomplish.

For the purpose of planning and evaluation, Marion County can be divided into seven stages of development (see Map 3: Stages of Development and CDBG District, page 4). Each area of the county has a different history, rate of development, and degree of pressure for growth. To identify these different areas, seven general development categories or stages are used. Consideration of these various stages allows the city to design policies and programs that meet the particular needs of a specific area. To target the appropriate planning recommendations and programs for the Consolidated Eastside Neighborhood, it is necessary to determine the specific stages of development in the area.





The seven stages of development are:

- \* Regional Center Area
- \* Center City Revitalization Area
- \* Established Center City Area
- \* Suburban Revitalization Area
- \* Established Suburban Area
- \* Developing Suburban Area
- \* Rural Suburban Area

In general, the major part of the area north of 21st Street, in the Consolidated Eastside Neighborhood, is classified as Suburban Revitalization Area. The eastern most area south of 21st Street is in the Established Suburban Area, and the remainder is in the Established Center City Area.



### CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN MAP 3 / STAGES OF DEVELOPMENT

-  Community Development Block Grant District
-  Established Center City Area
-  Suburban Revitalization Area
-  Established Suburban Area

## GOALS AND OBJECTIVES

In addition to refinement of the Marion County Comprehensive Plan, the Consolidated Eastside Plan seeks to further implementation of the goals, objectives, and policy established in the comprehensive plan. The key "Comprehensive Plan" objectives for the area of the Consolidated Eastside Neighborhood which is within the Suburban Revitalization Area are:

- \* Eliminate substandard housing.
- \* Coordinate housing programs.
- \* Support community beautification and preservation.
- \* Continue systematic code enforcement.
- \* Promote preservation of sound structures for residential use.
- \* Undertake renewal efforts in areas where revitalization will have its greatest impact.

The key "Comprehensive Plan" objectives for the section within the Established Suburban Area are:

- \* Support community beautification and preservation.
- \* Require land development to conform to land use controls.
- \* Enforce strict land use and zoning policy to restrict harmful strip commercial development and unplanned isolated retail activities.
- \* Promote preservation of sound structures for residential use.

## PROCESS

The Consolidated Eastside Neighborhood Plan represents a cooperative effort between the Department of Metropolitan Development, other City agencies, and representatives of area residents and the business community. These groups worked together to develop strategies for the neighborhood which will help guide development for the next ten years. The process that was followed included:

1. Preparation of a data inventory.
2. Meetings with the planning committee.
3. Preparation of planning recommendations.
4. Writing of the plan.
5. Adoption by the Metropolitan Development Commission.
6. Printing of the plan.

## ASSETS AND LIABILITIES

Information from the data inventory was analyzed by the planning committee and the staff before development of the neighborhood plan. (See page 35 for a complete copy of the data inventory.) From the analysis of the data and the information provided by the Planning Committee, the following key assets and liabilities were identified. Much of the data collected was subdivided into the individual geographic sectors; therefore, assets and liabilities are discussed by sector. The boundaries for each of the four sectors are shown on Map 2, page 2.

### SECTOR ONE

Most of the land west of Arlington Avenue is currently zoned for industrial use. There are a few isolated parcels zoned for single family homes. One site is zoned for church use. Two religious institutions are located on sites which are not zoned for such use. Despite the variety of land uses, the dominate use trend for the area is industrial. Access to I-70 and Emerson Avenue provides the needed highway services to make this a viable industrial area. However, local access roads to these major highways need to be improved.

There is a well established residential area east of Arlington Avenue that is likely to receive pressure for commercial and industrial conversion. Currently 60% of these houses are in excellent condition, with 18 % needing only minor repair. To maintain this residential asset, protection from industrial or commercial encroachment will be essential.

### SECTOR TWO

This area is primarily residential with some encroachment by light industrial and commercial use. Signs of disinvestment and deterioration are becoming apparent. There is vacant retail space in the Windsor Village Shopping Center.

A vacant parcel of well over 30 acres of ground between Hawthorne Lane and Ritter Avenue could be used to address an issue concerning the Community Hospital area. The Metropolitan Development Commission recognized the problem of pressure to convert residential property to hospital related use when it adopted the East 16th Street Land Use Policy Resolution 83-R-5 in 1983 (see Appendix A for full text). This resolution prohibited the conversion or destruction of residences within approximately one-half mile of Community Hospital and encouraged the dispersal of new hospital-related land uses. Utilization of this vacant parcel for hospital related businesses could relieve pressure on existing residential properties surrounding Community Hospital. Zoning changes and variances have been granted around the periphery of this parcel without much consideration of the overall impact. Well planned hospital related development of this site could result in an asset for the neighborhood while relieving pressure on the residential area around Community Hospital.

The most critical problem emerging from the study of the neighborhood proved to be the condition of groups of duplexes in Windsor Village and on Arlington Court, just west of Arlington Avenue. This situation presents a challenge to neighborhood residents, City agencies, and planners. Windsor Village has many positive attributes. There is a strong neighborhood association made up of community minded residents who work hard to preserve and improve the area. Their task is made difficult by the negative impact of the 187 duplexes concentrated in the southern part of the subdivision. In addition to the physical condition of these structures, their low income tenants are experiencing a variety of unresolved social problems, the consequences of which impact the surrounding neighborhood. Because the physical and social conditions interact upon each other, both must be examined closely. The former is, at first glance, more obvious.

Compared with 44% for all buildings in Sector Two, only 5% of the duplexes are in excellent condition. Well over half of them need major or minor rehabilitation. (Chart 4-B on page 57 of the data inventory illustrates the contrast between the conditions of the duplexes in Windsor Village and the general condition of the housing stock in Sector two.) Of those in excellent condition, many are unattractive. Siding is often patched with material of a totally different color or texture. There are few garages; therefore, cars and other items which should be sheltered are left outdoors. Rusted lawn equipment, toys, and charcoal grills are scattered around the yards. Adding to the overall desolate appearance of the area is a lack of trees and landscaping.

Many of the streets in Windsor Village are lined with mature trees which give the 40 year old subdivision a certain charm. Trees reduce the cost of energy, improve the global environment, and add to the monetary value of residential property. Also, proper landscaping can screen and soften signs of wear and tear in an older neighborhood. In sharp contrast to the rest of the neighborhood, the duplex site has a bleak appearance. The impact on the neighborhood is particularly devastating because one must pass this area to reach most parts of the subdivision.

In addition to the physical appearance of the area, there are other indicators that reflect problems. The Windsor Village area has four times the number of reported crimes as the rest of the Consolidated Eastside Neighborhood. Charts 2-A through 2-F, on pages 44, 45, and 46, illustrate the comparison between Marion County and the Consolidated Eastside from 1985 to 1988.

Such neighborhoods often experience a downward spiral of declining demand, lower profit margins, and reduced maintenance. Finally, only extremely low income, transient tenants with few other choices will rent the property. Landlords are unwilling to spend money on repairs because of the lower rents; therefore, the cycle continues downward till the property is abandoned. Often, this disinvestment and deterioration spreads to the surrounding areas as residents of owner occupied homes flee. If the conditions in Windsor Village are not addressed, this domino effect could mean the loss of a viable neighborhood of affordable homes.



### SECTOR THREE

Community Hospital, third largest hospital in the County, is a major asset to the City of Indianapolis and the Consolidated Eastside Neighborhood. Located in this sector, the hospital complex is surrounded by a well maintained, cohesive residential area and hospital related businesses. The area is in stage five of urban development where maintaining and protecting the desirable existing land use pattern is a priority.

Many businesses in the hospital related zoning district (HD-2) have not done an adequate job of providing attractive landscaping and screening where they abut residential areas. Development standards, which would be required for any regular commercial development, have not always been demanded of HD-2 uses. The Commercial Zoning Ordinance of Marion County states that all required yards be landscaped and that drive, parking, and loading areas be screened.

The mature trees on the Lutherwood property, east of the hospital, are a valuable asset to the neighborhood, aesthetically and ecologically. Every possible effort should be made to preserve this stand.

The irregular boundary of the HD-2 zone north of 16th Street facilitates incremental encroachment into abutting residential property. If the boundaries of the HD-2 zoning district were squared and redrawn in alignment with a more natural barrier, such as a street, residential housing would be better protected from such encroachment.

Homes in the Community Hospital area are attractive and well maintained. Most have 2 or 3 bedrooms and are constructed of brick or stone. These are the kinds of homes often sought by first time buyers and retirees. Such housing is an asset to the community.

### SECTOR FOUR

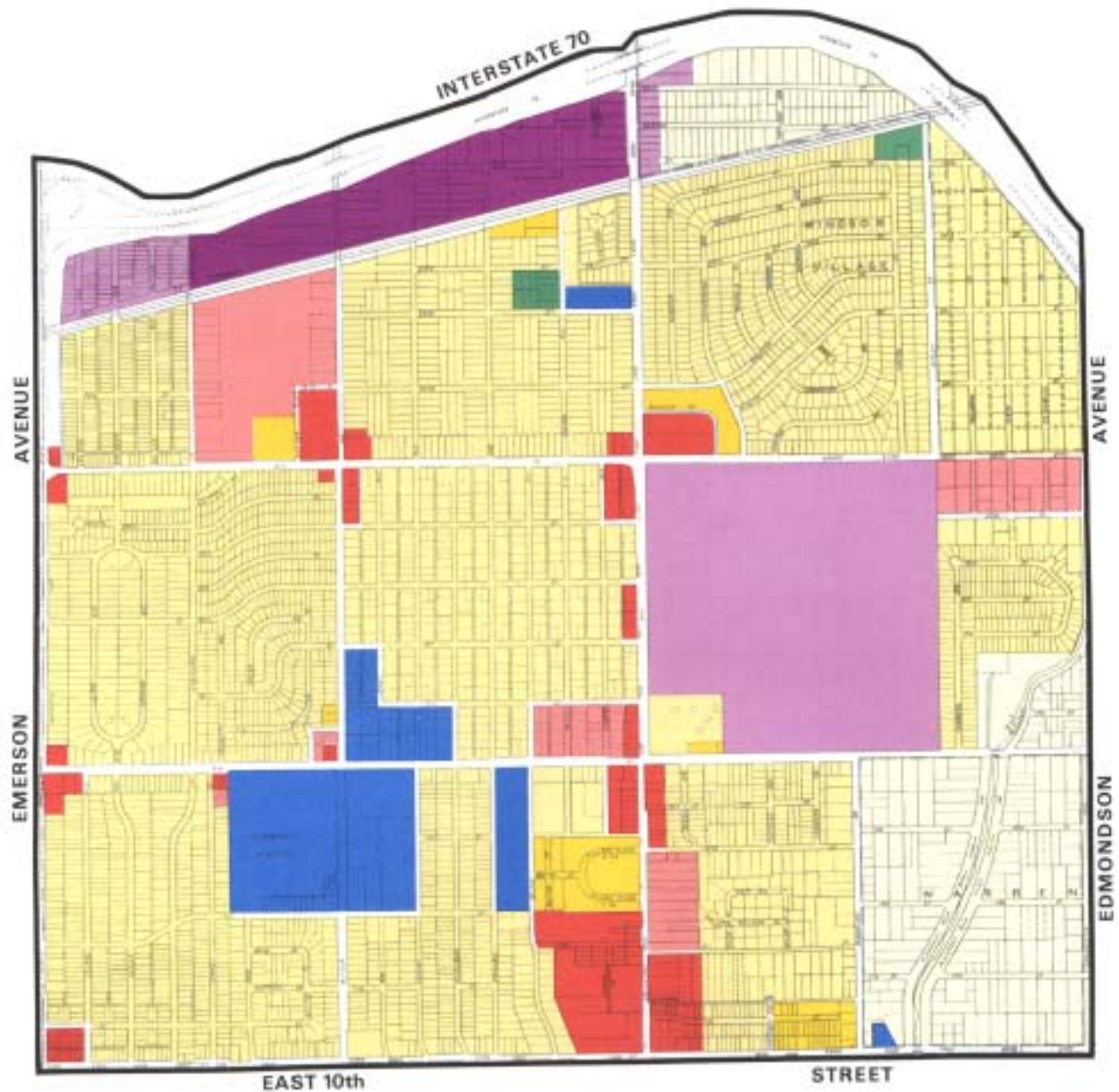
The area along Arlington Avenue from 10th Street to 16th Street is rapidly changing to commercial use. Since 1970, there have been eleven petitions to rezone residential land to commercial use. (See Rezoning and Variances in the data inventory, page 66.) Much of this development consists of well designed office and commercial structures. However, the area is vulnerable to harmful strip commercial development and unplanned isolated retail activities. Some older businesses have expanded parking lots without adhering to landscaping, screening and setback requirements.

An important asset to the community is Naval Avionics, which conducts research, development and some manufacturing of electronic equipment for the Department of the Navy. It employs 3,200 civilian workers. The facility covers 156 acres, much of which is open space. Its buildings and grounds, while somewhat Spartan in appearance, are well maintained and attractive.

The area along 21st Street east of the Naval Avionics facility is receiving pressure for commercial development. There is room for some commercial expansion south of 21st Street. Rezoning and encouragement of expansion to 20th Street as an alternative to intense use on 21st Street could create a well planned office buffer area.

The Town of Warren Park, a portion of which is located in the far southeast corner of the neighborhood, is an area of attractive homes on large, wooded lots. Pleasant Run Parkway, with its tree lined creek banks, runs through the area from just north of 16th Street to 10th Street. This green space is an asset to the Consolidated Eastside Neighborhood.





## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

### MAP 4 / LAND USE

Very Low Density	Office Commercial	Light Industrial
Low Density	Retail Commercial	Heavy Industrial
Medium Density	Special Uses	Parks

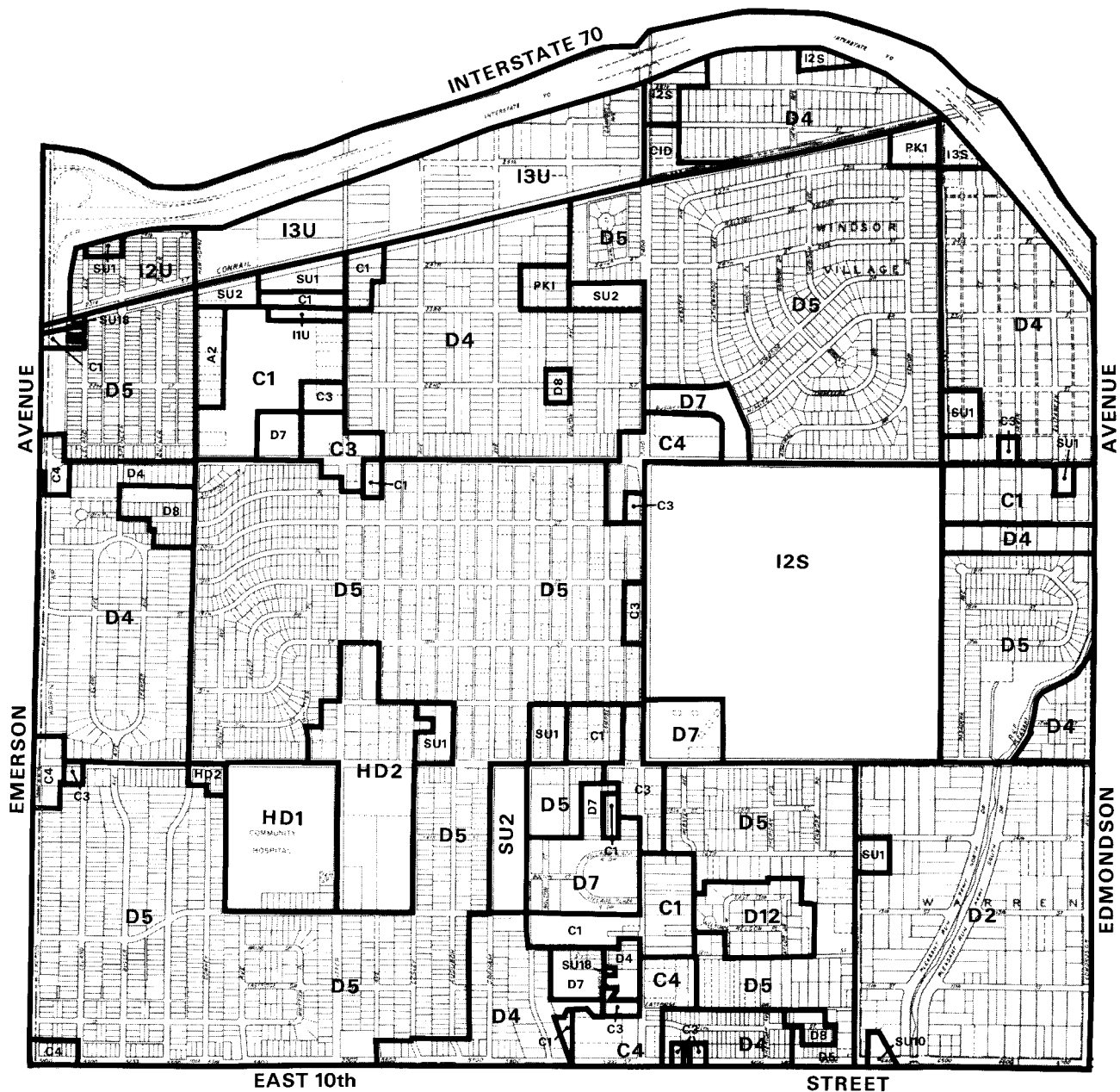
## LAND USE PLAN

The land use plan for the Consolidated Eastside Neighborhood is designed as a detailed update of the Comprehensive Plan for Marion County as it addresses this area. The land use plan makes recommendations which address specific concerns.

Designation of a specific site on the land use plan map does not mean the land is zoned for that use. The Comprehensive Zoning Maps of Marion County, as amended, officially adopted by the Metropolitan Commission Zoning Ordinance 87-AO-2, designate the permitted use. As part of the Comprehensive plan, the neighborhood land use plan serves only as a guide for the direction development should take. When variance and rezoning cases are being considered, information from the Land Use Plan Map can be used to substantiate the desirability of a use for a particular site as determined by planners and neighborhood residents.

The Land Use Plan makes the following changes from the 1984 Comprehensive Plan recommendations (see Map 4, Land Use Plan, page 11).

1. The major portion of the area east of Arlington Avenue, between I-70 and the Conrail tracks, is designated for residential rather than light industrial use.
2. The vacant land north of 21st Street, east of Ritter Avenue, and west of Hawthorne Lane is designated for commercial use.
3. Land east of Naval Avionics has been changed to office use. This reflects the need to confine office development to an area which will not have a negative impact on the residential area.
4. The area for hospital related use near Ritter Avenue and 16th Street has been "squared off" to create a more well defined demarcation line.
5. Areas along Arlington Avenue have been designated for office and commercial retail use rather than residential. The area has become predominately commercial and should be developed in an organized manner.
6. Other minor changes have been made to reflect the actual current use of the property.



## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

### MAP 5 / ZONING PLAN

**DWELLING DISTRICTS**  
D2, D4, D5, D7, D8, D12

**COMMERCIAL DISTRICTS**  
C1 Office Buffer  
C3 Neighborhood  
C4 Community-Regional  
CID Commercial-Industrial

**INDUSTRIAL DISTRICTS**  
I2S Light Industrial Suburban  
I3S Medium Industrial Suburban  
I1U Restricted Industrial Urban  
I2U Light Industrial Urban  
I3U Medium Industrial Urban

**SPECIAL USE DISTRICTS**  
SU1 Church  
SU2 School  
SU10 Cemetery  
SU18 Light & Power Substation  
HD1 Hospital District One  
HD2 Hospital District Two  
A2 Agricultural District Two  
PK1 Park District One

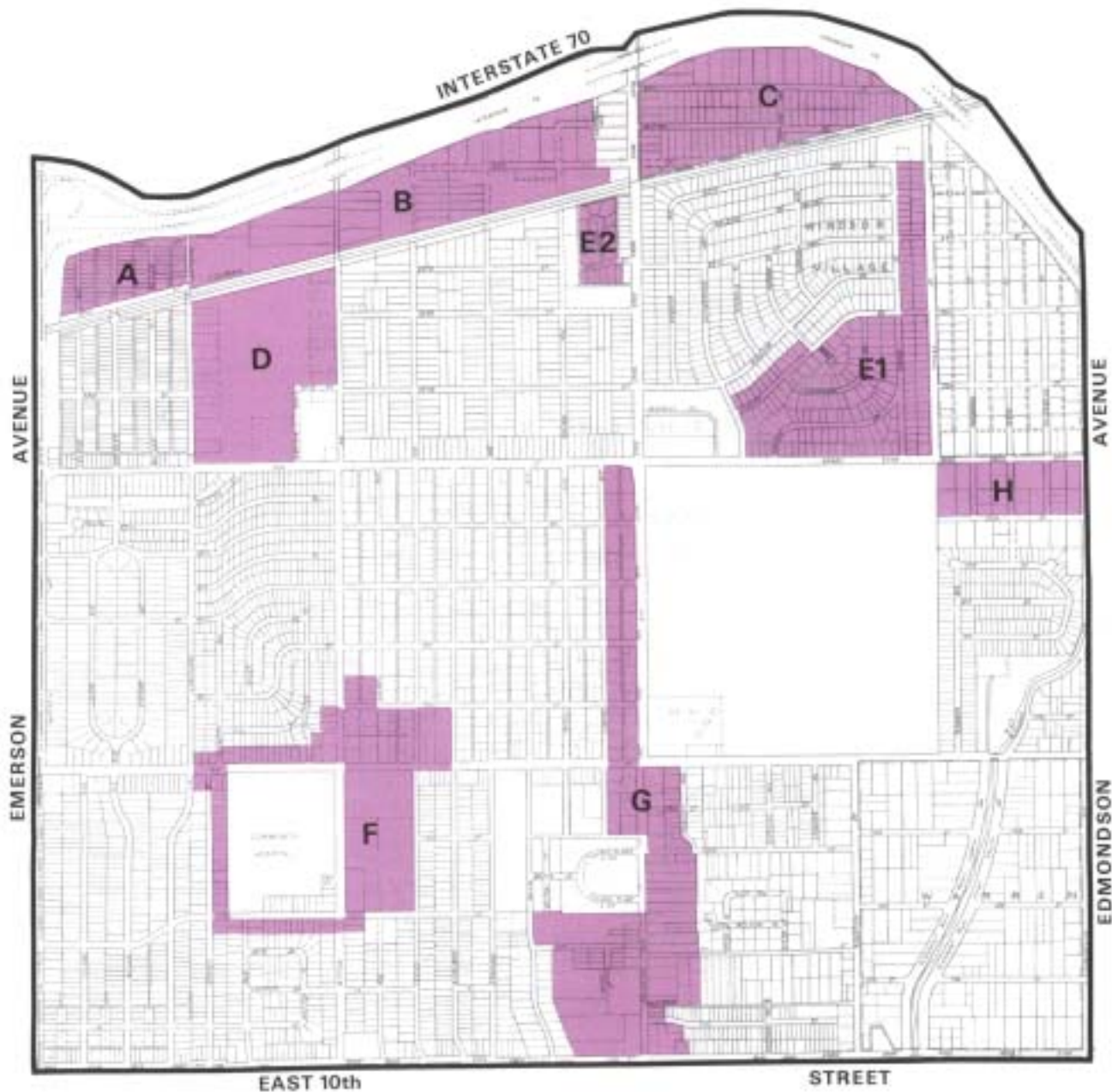
## ZONING PLAN

After a review of current zoning, land use problems, and goals and objectives for the area, a zoning plan was developed. Information concerning rezoning and variances for the four sectors was also evaluated. This information can be found in the Data Inventory, pages 55 (Sector One), 62 (Sector Two), 64 (Sector Three), and 66 (Sector Four). Recommendations have been made for zoning changes in the area.

The recommended zoning changes in this plan are to be used only as an indication of the most desirable use of various sites in the area. It should not be inferred from the plan that proposed zoning classifications illustrated herein, or on the Zoning Plan Map (page 14), automatically bestow legitimacy on land uses which are in violation of current zoning designations of the zoning ordinance. Rezoning of specific sites can be accomplished only through the petitioning process and must be heard and voted upon by the Metropolitan Development Commission. Zoning recommendations in this plan can not be used to justify use when seeking an Improvement Location Permit or any other type of development permit.

Most of the recommended zoning changes for the Consolidated Eastside are designed to properly designate various properties whose uses, although appropriate, are not matched by the proper zoning classifications. Direction for development is recommended for the small amount of vacant land in the area. Zoning changes are also recommended for areas which are in transition or would be better suited for a different use. An effort has been made to separate incompatible uses through buffering and transitional uses.

The Zoning Plan is intended only as a guide for development and revitalization. Total implementation would require a concerted effort on the part of individual property owners and the city. Rezoning to the desirable classification can be recommended by staff when development petitions come before the Metropolitan Development Commission. Realistically, the plan is a guide for incremental change, not a mandate for immediate action.



## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

### MAP 6 / CRITICAL AREAS



## RECOMMENDATIONS FOR CRITICAL AREAS

Critical areas have been designated within each of the four sectors (see map 6, page 16). Each critical area exhibits a unique character which requires a greater level of detail for analysis. Some of the areas are experiencing significant problems, while others have been chosen because they possess characteristics which require preservation. Requests for variances or rezoning in these areas should be examined carefully for compatibility with the plan. Below are detailed explanations of the evaluation and recommendations.

### Critical Area A.

#### Location:

Area A is located in the western most section of Sector One. It is bounded by I-70 on the north, the Conrail tracks on the south, Hawthorne Street on the east, and Emerson Avenue on the west.

#### Background:

Commercial and industrial encroachment is apparent in sector one between Emerson Avenue and Hawthorne Lane. Randomly located home occupations have developed into major establishments, creating a mix of incompatible uses. Hawthorne Street, which is residential, provides the only access to this area. The entire area is zoned for light industrial use. Rezoning to residential use would not reverse the trend toward industrial development.

#### Recommendations:

1. Any new development should be required to adhere to the development standards for the Light Industrial Urban District (I-2-U) zoning classification.
2. Because of traffic problems and the residential character of Hawthorne Street, commercial and industrial uses which generate heavy traffic should be discouraged.

### Critical Area B.

#### Location:

Area B is bounded on the north by Interstate 70, on the east by Arlington Avenue, on the south by the Conrail tracks, and on the west by Hawthorne Street.

Background:

Industry has developed in a haphazard manner. Streets are in poor repair or are totally absent. The distinction between public streets and private drives is difficult to determine. The nebulous nature and isolation of this area encourages dumping of trash by the public and the storage of inoperable vehicles by property owners.

Recommendations:

1. Any grants of development petitions for this area should include commitments or covenants requiring the development of streets and other needed infrastructure.
2. Laws prohibiting the dumping of trash should be enforced.
3. Property owners should be held accountable for refuse dumped on their land and should take appropriate measures to discourage public access, ie., gates, fencing, and proper patrolling.

Critical Area C.

Location:

Area C is bounded on the north and east by Interstate 70, on the south by the Conrail tracks, and on the west by Arlington Avenue.

Background:

This area consists mainly of well maintained, single family homes on large lots. This area should be protected from industrial and commercial encroachment. The lots facing Arlington Avenue are not suitable for residential development because of existing commercial development on the west side of Arlington Avenue. However, this must be considered a critical area because of possible encroachment of commercial and/or industrial uses into the residential area.

Recommendations:

1. Requirements for commercial or industrial development along the east side of Arlington Avenue should include strict adherence to standards for transitional yards, setbacks, and landscaping.
2. The area currently zoned for agricultural use should be rezoned for residential use. There should be no rezoning to commercial or industrial use, except for the property facing Arlington Avenue.

### Critical Area D.

#### Location:

Area D is bounded by the Conrail tracks on the north, Ritter Avenue on the east, 21st Street on the south, and Hawthorne Lane on the west.

#### Background:

The site is zoned for agricultural use. Commercial, light industrial, and multi-family uses have developed around the north, east, and south perimeters. Older, single family homes exist along Hawthorne Lane. The center of this area is vacant and almost landlocked.

#### Recommendations:

1. The site should be planned as a whole, not piecemeal. Further fragmented development should be discouraged.
2. The developer of any future projects should be required to provide streets connecting 21st Street with the central part of the undeveloped ground. This will reduce the impact on Hawthorne Lane and Ritter Avenue.
3. Hospital related uses should be considered for the area.
4. Medium and heavy industrial uses should be prohibited.

### Critical Area E.

#### Location:

There are two separate locations considered in this critical area. The main problem exists north of 21st Street in Windsor Village (primarily on Kenyon Street, Admiral, Commadore, and Nimitz Drives). A similar situation exists on Arlington Court, west of Arlington Avenue. However, the latter is less visible and covers a smaller area.

#### Background:

This is the area of greatest concern in the entire neighborhood. The housing stock is over forty years old. While many of the homes have been well maintained through the years by their owner occupants, much of the rental property (particularly the area of duplexes) exhibits obvious symptoms of neglect and abuse.



Attempts have been made to remedy the situation. The Marion County Health and Hospital Corporation attempts to enforce health and environmental codes. A shortage of personnel, the transient nature of many of the tenants, and the rapid turnover of housing ownership through contract sales make enforcement very difficult.

Many of the landlords in the area are skeptical of government programs, such as the Section 8 program. Only one owner has ever applied for rental rehabilitation funds. Some of the landlords would like to help remedy the situation. However, these landlords site problems with tenants who constantly damage the property or fail to pay rent in a timely manner.

There is an increasing gap between what the private market can supply in the way of adequate housing and what many of the poor can afford to pay. There is a need for moderately priced housing, but demand is low because of the lack of rent paying capacity among the primary consumers of rental housing.

The problem in Windsor Village is related to the general problem of homelessness and the shortage of affordable housing throughout this country. There are a number of people who, because of low or nonexistent income or because of social or personal problems, have great difficulty obtaining housing. When structures in a neighborhood become less desirable, such marginal tenants are often the only source of demand for this housing (see page 8 for a more detailed description of this process). Large concentrations of such housing present the city with all the problems of a public housing complex and none of the mechanisms of control. The problem must be addressed from many perspectives. Education, child care, jobs, and numerous other issues all relate to this problem. There are no simple solutions.

#### Recommendations:

1. Intensified code enforcement should be continued in instances where it can be effective.
2. Participation in the Section 8 program should be encouraged. High standards of maintenance would be required, and landlords would be guaranteed a reliable source of rental income.

3. The bleak appearance of the duplexes would be greatly improved by landscaping. A beautification activity could be organized in conjunction with Arbor Day, Earth Day, or National Celebration of the Outdoors. Students from Purdue Extension gardening classes, who are required to give volunteer service, could direct the project. Children living in the neighborhood would learn gardening skills and gain a sense of ownership and pride in the appearance of the area. Cooperation of property owners would be necessary for such a project.

4. Residents should organize a campaign to inform the real estate industry about positive aspects of Windsor Village. A flyer could be prepared for real estate offices and prospective home buyers. News releases about constructive activities in the area should be sent to city and local newspapers.

5. To address the problem of unsupervised children, an after school program for latchkey children should be organized by residents and area churches. The existing recreation programs at Windsor Village Park should be supported.

6. Variances of use should be encouraged for the location of rental offices in residential structures in the area to allow for on site management of rental units.

7. Residents, merchants, and existing neighborhood groups should organize to begin the process of building a Community Development Corporation, with the goal of rehabilitating housing in the neighborhood. Details of this recommendation can be found in the Housing Strategy section of this plan, page 29.

8. If implementation of the above recommendation proves to be impossible, residents should attempt to join an existing, successful CDC. If this is not feasible, consideration should be given to condemnation and demolition of the worst structures. If all avenues of renovation and reinvestment fail, future policy makers should consider the possibility of complete redevelopment of this problem area to another use. If the latter course is taken, displacement of stable, low income tenants should be avoided.

## Critical Area F.

### Location:

This includes the area surrounding Community Hospital, in addition to 16th and Ritter Streets, within a two block distance from the hospital complex.

### Background:

Community Hospital has expanded to the full extent of its initial 30 acre site. New additions, including a parking garage, are currently being constructed. There are no plans for further expansion at this site. However, there is much pressure for additional office and commercial space in the area. The fear among residents is that such hospital related businesses will encroach upon the surrounding residential area, with negative results. Despite the passage of Resolution 83-R-5, in 1983, many of the hospital related businesses in the HD-2 zoning district have not done an adequate job of providing attractive landscaping and screening where they abut residential areas.

### Recommendations:

1. Requirements for transitional yards and screening of parking areas should be strictly applied during the hospital district approval process. Commitments to that effect should be required for any future zoning changes.
2. The boundary of the HD-2 zoning district north of 16th Street should be squared and redrawn to create a more realistic and defined boundary (see Map 5: Zoning Plan, page 14).
3. Hospital related firms should consider developing the vacant ground in sector two between Hawthorne Lane and Ritter Avenue. Redevelopment of the Windsor Village double area should not be ruled out as an alternative. A well designed, landscaped medical office complex could have a positive impact on that area.
4. A tree inventory and preservation plan should be submitted prior to Hospital District approval for any development of the Lutherwood property.

## Critical Area G.

### Location:

The area along Arlington Avenue between 10th and 21st Streets is rapidly changing to commercial use.

### Background:

One objective of the land use goals stated in the Comprehensive Plan for Marion County, adopted March 7, 1984, is to "restrict harmful string commercial development and unplanned isolated retail activities". Such development could extend from 16th Street to 21st Street if the trend toward conversion of single-family structures to office use continues. A well maintained office in a single-family residence can sometimes provide an excellent buffer between a residential area and more intensive commercial use. However, a solid string of such offices often becomes congested and unattractive. The Consolidated Eastside Planning Committee and many other residents have expressed strong opposition to such conversions in this area. The East 16th Street Land Use Policy Resolution 83-R-5 states that the Metropolitan Development Commission's policy is "to strongly oppose the conversion or destruction of residences for offices and other commercial buildings ... within approximately one-half to one mile from Community Hospital." The proposed land use plan provides adequate space (over 34 acres) for medical related offices. The remaining two blocks of residential structures on the west side of Arlington Avenue, which are in excellent condition, should not be removed from the housing stock.

Design standards for this commercial area are difficult to develop because of the mix of old and new buildings. In general, the older buildings do not represent any distinctive or historically significant architectural qualities. The Arlington Theatre building and nearby shops could be renovated using an "old-time, neighborhood theatre/ice cream parlor" theme. The best way to blend the sundry old and new style buildings in this area is through the use of landscaping.

### Recommendations:

1. Variances of development standards for required transitional yards, landscaping and screening should not be granted.

2. Conversion of single-family residences to commercial use should be discouraged within the 1700 and 1900 blocks of the west side of Arlington Avenue.
3. Code enforcement needs to be intensified. Older establishments should be monitored for violations created by the extension of paved areas or by neglect of landscaping and screening.
4. Additional landscaping along Arlington Avenue and abutting residential areas should be encouraged.
5. New commercial developments should be oriented in such a way that parking areas are directed away from pedestrian traffic on Arlington Avenue and from residential areas at the rear of the sites.
6. Building facades facing Arlington Avenue should be of such scale, color, and design that they will blend well with surrounding, existing buildings. Where this is impossible, landscaping should be used to lessen the impact of totally divergent styles.

#### Critical Area H.

##### Location:

This area is directly east of Naval Avionics, on the south side of 21st Street.

##### Background:

Office buildings have recently been constructed along 21st Street. There is residentially zoned, vacant land south of the developing area.

##### Recommendations:

1. The commercial area should be extended to 20th Street where additional buildings and parking lots should be located, rather than increasing density along 21st Street.
2. Residential areas beyond that line should be protected from further commercial encroachment.
3. Development standards, such as setbacks, transitional yards, screening, and parking requirements should be strictly upheld.

## TRANSPORTATION AND CAPITAL IMPROVEMENTS

Community economic and social well-being require adequate transportation for employment, labor, goods, and services. Also, in modern cities, facilities such as sanitary sewers are necessary for the health and welfare of the residents. Such needs must be taken into consideration when neighborhood plans are being made. Map 7, page 26, shows existing conditions and programed improvements in the Consolidated Eastside Neighborhood.

The street network in the neighborhood provides for the efficient movement of vehicular traffic along the arterial streets. Existing and future levels of service can be seen on page 49 of the Data Inventory. The Indianapolis Regional Transportation Improvement Program has scheduled 21st Street to be widened to four lanes between Emerson and Arlington Avenues in 1990. Level of service on that segment will be improved.

Only 10th Street between Arlington Avenue and Edmondson Avenue will continue to be a problem, with a very low level of service. This segment presents a problem because a cemetery occupies land on both sides of the street at one point. This presents special problems in acquiring land for thoroughfare right-of-way.

Parking in the vicinity of Community Hospital has been a problem, particularly during the current hospital expansion. The new parking garage, when completed, should remedy the situation. However, any new medical facilities constructed in the area, in the future, should be required to have ample spaces for parking, least a similar parking problem reoccur. Variances to reduce the required number of parking spaces should not be granted.

The four bridges in the area have fairly high sufficiency ratings (see page 48 of the Data Inventory). The bridge at 16th Street and Pleasant Run Parkway qualifies for Federal Bridge Rehabilitation funds. Replacement or widening of this bridge should not be considered unless the street is widened.

Many elderly and low income people in the area rely on public transportation. Bus service is currently adequate. The dependency on public transportation should always be a consideration when changes in schedule or routes are being considered.

Areas which do not have sanitary sewers are identified on Map 7, page 26. There appear to be few problems in these sections. Most of the lot sizes are adequate to accommodate wells and septic systems. One exception is Butler Avenue, between the Conrail tracks and I-70, where lot sizes are small. However, this area is changing from residential to light industrial use. Continuation sewer lines should be required for any future development. Also, surface drainage is inadequate east of Hawthorne Lane between 21st Street and the Conrail tracks. Pools of standing water can be observed frequently. New development in this area will require sewers, and special attention should be directed to surface drainage patterns on site plans submitted.



## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN MAP 7 / TRANSPORTATION / SANITARY SEWER FACILITIES

- |                                |                                      |
|--------------------------------|--------------------------------------|
| — Non - Existing Sidewalks     | Freeway - Truck Route (Primary)      |
| — Primary Arterial             | Truck Route (Secondary)              |
| — Secondary Arterial           | ★ Bridge Qualified For Federal Funds |
| - - - Collector                | * Bridges                            |
| •••• Proposed Roadway Widening | Area Not Served By Sanitary Sewers   |

The preparation of this map  
was financed in part by a  
Community Development Block Grant



June, 1990  
Department of Metropolitan Development  
Division of Planning  
Indianapolis Marion County, Indiana

Sidewalks are present to any extent only in Windsor Village, Beth Addition, Ritter Park Revised Hawthorne Manor, and Ellenberger Terrace (see map 7). The lack of sidewalks does not appear to be a major problem in residential areas; however, they would be needed for new commercial or hospital related development.

The following recommendations for infrastructure improvements are made:

1. Widening of 21st Street between Emerson Avenue and Arlington Avenue. (This improvement is programmed at this time.)
2. Widening of 10th Street between Arlington Avenue and Shadeland Avenue.
3. Sewers for the area between Hawthorne Lane and Ritter Avenue, from 21st Street to Interstate 70, and from Ritter Avenue to Arlington Avenue between the Conrail tracks and Interstate 70.
4. Streets for the Area between Hawthorne Lane and Ritter Avenue, from 21st Street to Interstate 70, and from Ritter Avenue to Arlington Avenue between the Conrail tracks and Interstate 70.
5. Sidewalks should be required for any new commercial or hospital related development.



## Housing Plan

The most serious concern in the Consolidated Eastside Neighborhood is deterioration of the housing stock in two specific areas. The 187 duplexes in Windsor Village and the 27 duplexes in West Arlington Addition are owned by just a few landlords and have deteriorated to the point where they have a very negative affect on surrounding property. In addition, many single family rental units in the area are in need of repair. For a detailed description of the problem, see 'Assets and Liabilities: Sector Two (page 7). Also see 'Recommendations for Critical Areas: Critical Area E (page 19). Details concerning building conditions can be seen in the Data Inventory, Sector Two: Building Conditions (page 60) and Charts 4A and 4B (page 57).

After all options and alternatives were examined, flexible guidelines for a housing strategy were established. Three possible courses of action are discussed here. The first consists of organization of a Community Development Corporation (CDC) for the purpose of acquisition, rehabilitation, and resale of deteriorated residential structures. The second course would involve affiliation with an existing, successful CDC. The purpose of such a course of action would also be acquisition, rehabilitation, and resale on a smaller scale. The Third course of action should be taken only if neither of the first two prove to be feasible. This third option involves demolition of dilapidated and substandard structures for redevelopment purposes. Certainly, the first course of action, if possible, would be the most desirable.

Past action by neighborhood groups indicates there is enough leadership potential in the area to organize a Community Development Corporation (CDC) for the purpose of rehabilitating deteriorated property. The CDC could start with small projects and advance to larger, more complex endeavors as knowledge and confidence are built. The guidelines suggest seven phases or levels of activity to be achieved if this first option is taken. The pace of advancement from one phase to the next would depend on many factors. However, community involvement and support would be the greatest determinant of success in all phases.

### Phase I

The main activity during phase I is membership building. It is important that all elements of the community be involved in the process. There are already two very active neighborhood organizations in existence. Leaders from these groups should form the nucleus of the new organization to be formed. However, participation of representatives from the following groups should be sought:

- \* Local merchants.
- \* Landlords.
- \* Area Churches.

- \* Large firms such as Community Hospital and Naval Avionics.
- \* Tenants of duplexes in Windsor Village.
- \* Areas of the Consolidated Eastside which do not currently have formal organizations.
- \* Warren Park.

It is also important during this phase to start building a treasury. Modest dues should be collected from individual members, and funds should be solicited from the business community.

Another important activity is the publication of a newsletter. This could be started on a small scale. The first addition could be a single page distributed door to door by volunteers. Later, the newsletter could become more elaborate as the organization grows.

## Phase II

Collection of information will be important during this phase. Assistance from the Indianapolis Neighborhood Housing Partnership should be sought. This not-for-profit organization, created by the Mayor's Housing Strategy Task Force should be a good source of technical information. Advice from successful CDCs should also be sought. Leaders in the Consolidated Eastside Neighborhood should meet with the Neighborhood Development staff of the Division of Economic and Housing Development (DEHD). Other groups, such as the Community Service Council, offer information and workshops for nonprofit organizations. Organization leaders should take advantage of such opportunities.

Organization of small scale neighborhood improvement projects should be undertaken in this phase. This will keep the membership involved and interested and will generate good publicity for the area. The effort needed to make such projects successful can help develop the skills and cooperative spirit necessary to tackle large projects in the future. Below are suggestions for projects:

- \* Planting of street trees in the area of the Windsor Village duplexes.
- \* Landscaping along Arlington Avenue.
- \* Clean-up/Fix-up projects.
- \* Weatherization projects.
- \* Education program for tenants.

The organization should actively monitor private sector redevelopment and infill projects. Representatives should be sent to public hearings which concern development in the area.

The organization should coordinate with the Forest Manor Multi-Service Center to develop various neighborhood based programs which will begin to address the social issues in the neighborhood. Issues of major importance are:

- \* Latchkey children
- \* Home maintenance
- \* Job opportunities

### Phase III

During this phase the organization should continue to build expertise and revitalization capacity. A part time staff person should be hired to begin the process necessary for building a CDC.

### Phase IV

During this phase, an evaluation should be made to determine the probability of successfully forming a CDC. If there is consensus that more resources will be required than the neighborhood can produce, joining an established CDC should be considered. If this course is taken, phases V, VI, and VII can be accomplished by joint efforts. However, if it is determined that the probability of success is high, the organization should achieve CDC status, hire a director, and start applying for public and private grants.

### Phase V

The CDC should purchase and rehabilitate a single-family residential structure in Windsor Village. To assure marketability, this should be in an area where other structures are well maintained. It is important for morale that this first project be successful. There must be a requirement that the residence be sold to an owner occupant. One long term goal of the rehabilitation project should be to increase the percentage of owner occupied property.

### Phase VI

Next, the CDC should purchase, rehabilitate, and resell a duplex in Windsor Village or West Arlington Addition. It could be offered for sale to an owner who would live in one side and rent the other, or the duplex could be remodeled into a single-family structure and sold only to an owner/occupant.

### Phase VII

This is the most ambitious phase of the housing plan. It involves the purchase and rehabilitation of an entire block of duplexes in Windsor Village. The exact configuration of the project is flexible and should depend on knowledge gained from experience in the preceding phases. Some or all of the duplexes could be remodeled into single family residences. They could be sold to owner occupants, or the entire project could be operated as a cooperative.

It is advisable to do a large, coordinated project, at this stage, rather than continuing to renovate single structures one-at-a-time. If the homes are improved on an incremental basis over a long period of time, there is a risk that the blight of the deteriorated housing will spread at a faster pace than single structures can be rehabilitated. This would result in a net loss for the area and a continuation of the downward spiral of property values in the area. That cycle must be broken. Rehabilitation of a block of housing would create the momentum to reverse the cycle and facilitate improvement of the area.

A project ambitious enough to provide the necessary impetus to reverse current trends will require donations of time, money, expertise, and property. The Consolidated Eastside Neighborhood may have the ability to muster resources to assure success for the following reasons:

- \* Strong neighborhood leadership
- \* Presence of large industries
- \* Relative concentration of the deteriorated areas
- \* Good condition of the majority of the housing stock
- \* High percentage of owner occupants

Targeting Windsor Village for renovation would likely reverse decline and prevent the deterioration of additional housing, the investment of resources in the Consolidated Eastside Neighborhood for this type of project would be cost effective.

A successful Community Development Corporation, as its name suggests, requires support from the entire community. The people of Windsor Village can not do it alone, nor can any of the groups mentioned earlier. Only the combined efforts of all these groups can deliver the human and financial resources needed for such an undertaking.

It is possible that attempts to organize a CDC, or to affiliate with an established CDC, may not be successful. The duplexes in Windsor Village may have exhausted their useful life. They were built in the early 1950's to house workers at Naval Avionics. While many of the single family homes in Windsor village were well constructed and are structurally sound today, the duplexes were built on an emergency basis to meet the extraordinary demand for housing at that time. After years of accelerating obsolescence these structures may no longer be capable of serving the housing needs of today. The rehabilitation cost of such structures may exceed the benefits. If conditions continue to deteriorate after attempts toward revitalization, serious consideration should be given to condemnation and demolition. The site could be used for new affordable housing or even a hospital related office complex sometime into the next century.

## CONCLUSION

Although the four individual sectors of the Consolidated Eastside Neighborhood are experiencing differing problems, one common theme emerges as paramount: there is general consensus among residents of all sectors that strict code enforcement and adherence to development standards are badly needed. Strong sentiment to this effect was expressed repeatedly at meetings of the planning committee. However, intensified enforcement can succeed only if residents alert authorities to violations. Strong code enforcement requires cooperative effort between the neighborhood and the city. Residents have shown a strong desire to participate in such an effort.

The problems of the duplexes in Windsor Village are similar to those facing other communities in this city and throughout the nation. While much can be done to alleviate the more damaging effects on the community, the root causes lie with social and economic conditions which transcend neighborhood planning. However, grassroots efforts at the neighborhood level do occasionally result in innovative programs which can serve as models for the entire nation. The city and the community will continue to cooperate in the search for ideas for such solutions.

The Consolidated Eastside Neighborhood has more assets than liabilities. Its problems are much less serious than those faced by many neighborhoods, and there is a strong desire among residents to solve problems that do exist. The Consolidated Eastside Neighborhood Plan can serve as a guide for preserving conditions which are desirable and improving those which are not.

A strong partnership involving city agencies, neighborhood residents, and area businesses can intensify efforts to enhance the quality of life in the area. Such a concerted effort can assure that the Consolidated Eastside Neighborhood will continue to be a good place in which to live, work, and conduct business.

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# CONSOLIDATED EASTSIDE NEIGHBORHOOD DATA INVENTORY

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## Consolidated Eastside Neighborhood Data Inventory

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### HISTORICAL ANALYSIS

The Consolidated Eastside Neighborhood started to develop in the second decade of this century. At that time, the neighborhood was somewhat removed from the center of the City. Therefore, several of the early subdivisions possessed large lot sizes with some as big as 125' by 250'.

The 1920s brought more development activity to this neighborhood. For instance, land was subdivided along Pleasant Run Parkway and three other sites. During the Depression years of the 1930's housing development ground to a halt - just as it did in the rest of the country.

The neighborhood experienced a residential construction boom before and after the Second World War. Many cottages were built employing elements of the Tudor Revival Style. The Forties also brought the construction of the largest residential development in the neighborhood - Windsor Park - which was platted in 1947 and 1948.

Also during this decade, World War II made a lasting impact on the physical characteristics of this neighborhood. Specifically, a private defense contractor, Lukas Harold, constructed what is now the Naval Avionics Facility in 1942. Many of the technicians who worked at the plant relocated from New York, while the manufacturing and assembly workers came from

the Indianapolis area. At its wartime peak, this facility employed 7,000 people in the development of the Norden Bomb Sight which was used for precision bombing in support of Allied forces. In 1945, the Naval Bureau of Ordinance took over the facility from the private contractor and, in 1956, it became the Naval Avionics Facility. Today, with 3,200 employees performing production and research, the facility is very alive.

The pace of subdivision development continued to increase in the 1950's. In all, ten new subdivisions were developed. Many of these houses were either bungalow or ranch style.

During the 1950s the neighborhood acquired its other major institution: Community Hospital. It opened in August 1956 with 12 patients and 111 employees. The hospital has grown considerably since then and, at this time, is the second largest hospital in Indiana with 800 beds, more than 3,000 employees and over 450 physicians.

By the Sixties, most of the neighborhood was developed. Nevertheless, there was one significant additional development. This was the construction of Interstate 70. This expressway connected the downtown to the eastside of the city and suburbs.

## DEMOGRAPHIC ANALYSIS

In assessing the recent developments and current status of the Consolidated Eastside Neighborhood, it is necessary to look at the characteristics of the population and any changes that have occurred, as well as the physical aspects of the area. This section of the plan analyzes and summarizes the recent demographic changes.

There are four census tracts which make up the Consolidated Eastside Neighborhood. However, the boundaries of these census tracts includes land north of Interstate 70 as well. Therefore, demographic analysis will include this additional area. In this section, the four census tract area will be referred to as the Consolidated Eastside Demographic Area.

### Population

While both Warren Township and Marion County as a whole experienced net increases of 48% and 10% respectively in their populations in the period 1960-1980, the population of the Consolidated Eastside Demographic Area increased by 12.4%. The majority of the increase occurred in the 1960's when almost 6,000 persons moved into the area. This is not consistent with the county demographic trends during the decade of the 70's. While Warren Township's population increase slowed to 4%, Marion County actually lost 3% of its population.



### Age

This population gain in the Consolidated Eastside Demographic Area was consistent across all age groupings except for a 44.3% decrease in the under-5-years group. The percentage increases are more pronounced among the elderly--the 60-64 group increased by 84.8% and the 65-and-older increased by 250.6% during the 20 year period. These increases are somewhat consistent with Warren Township's trends, but more pronounced. Since at least 1960, the Consolidated Eastside Demographic Area population has been older than that of the county and appears likely to remain so for the next several decades. See Chart 1-A, 1-B.

### Racial Composition

The Consolidated Eastside Demographic Area is essentially a White, middle-income neighborhood. Currently, Blacks account for approximately 20% of the residents. This is an increase of almost 3,000% from 1960 to 1980. However, this increase was not inconsistent with other neighborhoods. The Current percentage of blacks in the Consolidated Eastside Demographic Area compared with the current percentage of blacks in Marion County are almost identical. See Chart 1-C, 1-D.

### Education

There has been a steady increase in the number of residents with higher levels of education in the Consolidated Eastside Demographic Area. However, the rate of increase is almost five times less than the Marion County rates. The percentage change of education completed in the college category from 1960 to 1980 was 91% for Marion County, while the Consolidated Eastside Demographic Area had an increase of only 16% in that same period. The Warren Township rate increased 109%.

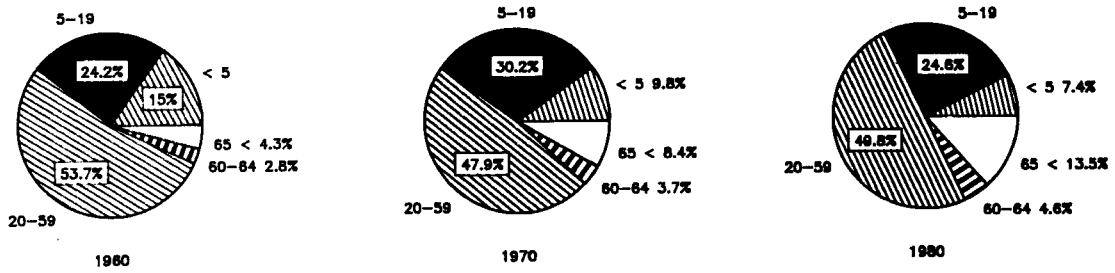
### Income

The average family income for Consolidated Eastside Demographic Area residents was higher than the County average according to the Census Bureau estimates. In 1980, the four census tracts located in the Consolidated Eastside Demographic Area showed median family incomes ranging from \$17,093 to \$20,928, while Marion County median income was only \$17,400. However, the 1980 median income for Warren Township was considerably higher at \$22,380.

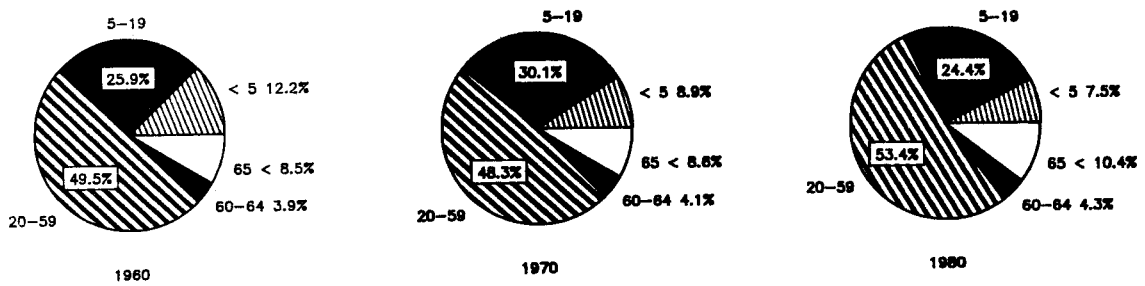
### Occupied Units

There have been increases in both owner-occupied and renter-occupied housing units in the Consolidated Eastside Demographic Area between 1960 and 1980. The number of owner occupied units grew 9% compared to Warren Township's 49% and Marion County's 24%. Renter occupied units grew 146% in the Consolidated Eastside Demographic Area compared to the township's 204% and Marion County's 54%. The increase in the

**CHART 1A**  
**AGE DISTRIBUTION**

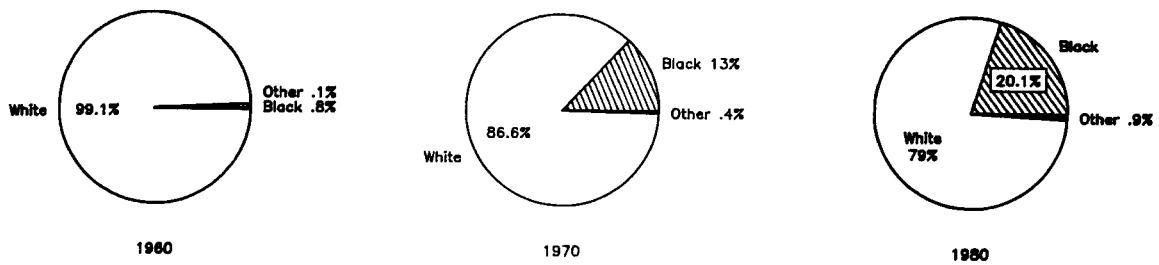


**CHART 1B**  
**CONSOLIDATED EASTSIDE**

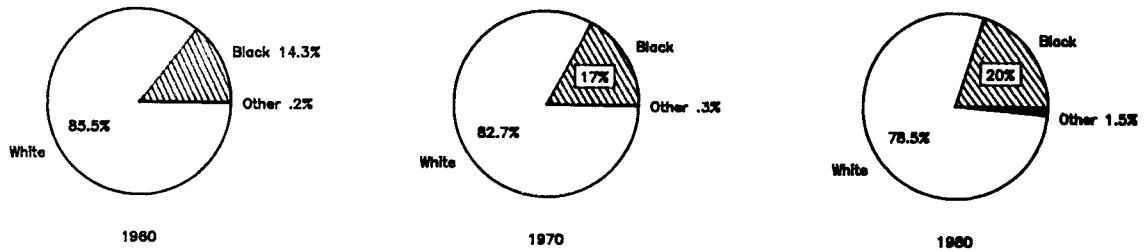


**MARION COUNTY**

**CHART 1C**  
**RACIAL DISTRIBUTION**

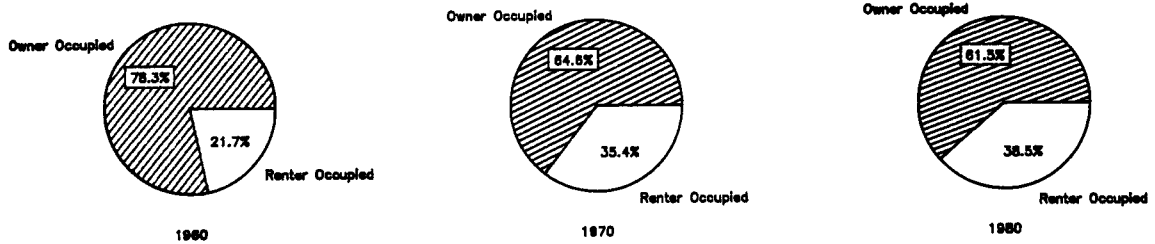


**CHART 1D**  
**CONSOLIDATED EASTSIDE**

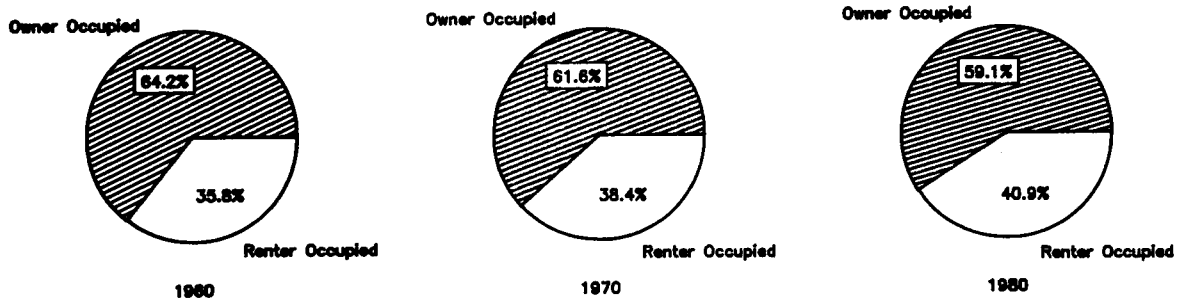


**MARION COUNTY**

# CHART 1E HOUSING DISTRIBUTION



## CHART 1F CONSOLIDATED EASTSIDE



## MARION COUNTY

number of rental units is largely the result of 1,300 apartment units constructed between 1960 and 1980. Overall, the Consolidated Eastside Demographic Area experienced a 38% increase in housing units, while Warren Township and Marion County realized 80% and 35% increases respectively.

The number of households in the Consolidated Eastside Demographic Area increased only 38% between 1960 and 1980. Warren Township's households increased 79%. The percent increase in Consolidated Eastside Demographic Area households matches the percent increase in units, as does the percent for Warren Township and Marion County. See Chart 1-E, 1-F.

#### POLICE PROTECTION

There are four police "roll call" sites which provide protection to the portion of the city covered by IPD (Indianapolis Police Department) jurisdiction:

- Adam - Broad Ripple Park (will be transferred to 42nd and College)
- Boy - 30th and Rural
- Charles - 1147 South Madison Avenue
- David - 1135 West Michigan Road

Each site is expected to be a "quadrant headquarters" manned 24 hours per day. Several of the sites will also have community rooms that will be shared with the neighborhood.

Boy Sector provides protection to the Consolidated Eastside Neighborhood; however, this facility is rarely manned. The permanent site will be built adjacent to the current structure and manned 24 hours per day. It is perceived by residents that such a facility will be a positive influence on the surrounding neighborhood.

#### CRIME STATISTICS

IPD classifies crimes into two categories: preventable and non-preventable. Preventable crimes are those that can be prevented with increased police patrol. These are the crimes that are included on the police crime grids and are compared over a period of years. The following are the most common crimes with their definitions:

Robbery - The taking or attempting to take anything of value from the care, custody, or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear.

Burglary - The unlawful entry of a structure to commit a felony or a theft.

Purse Grab - The grabbing or snatching of a purse or handbag from the custody of the individual.

Vehicle Related Larceny - The theft of articles from a motor vehicle, whether locked or unlocked. The theft of any part or accessory attached to the interior or exterior of a motor vehicle in a manner which would make the part an attachment to the vehicle or necessary for the operation of the vehicle.

Vehicle Theft - The theft or attempted theft of a motor vehicle.

Rape - The carnal knowledge of a female forcibly and against her will.

Vandalism - Destruction/defacing of property.

These definitions are derived from the Indianapolis Police Academy Uniform Crime Reports Classification.

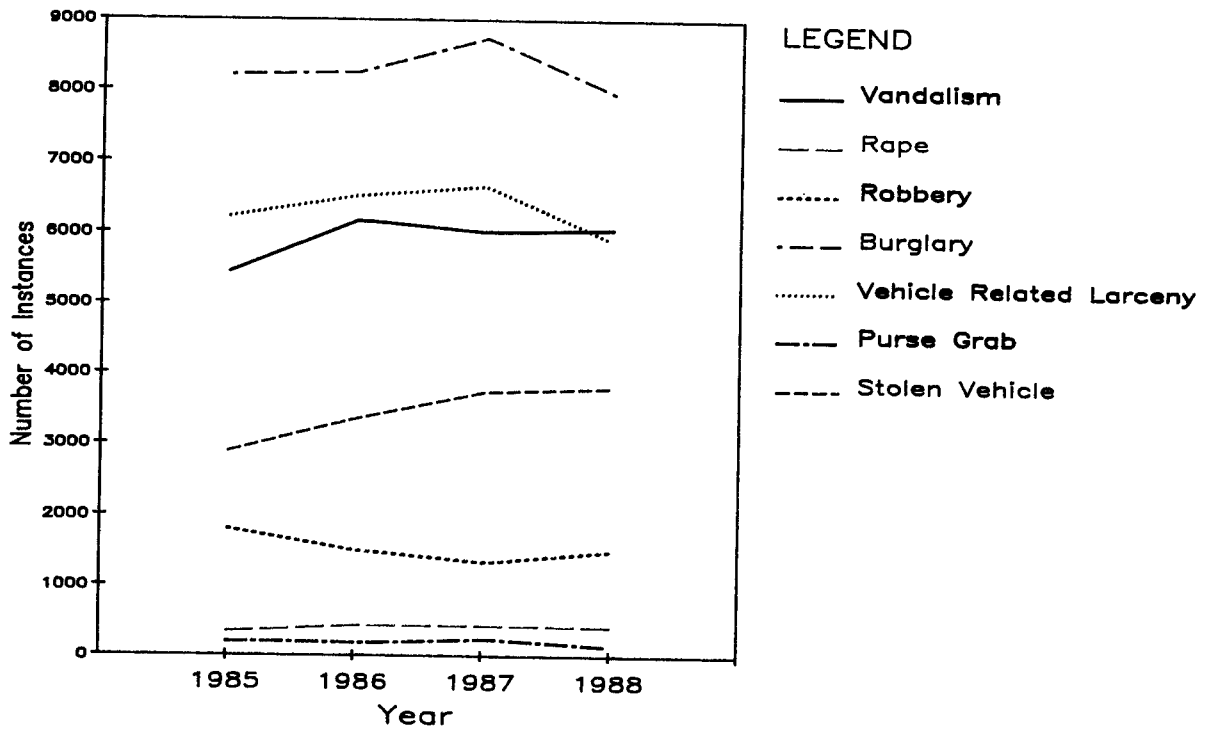
The highest instances of crime in the Consolidated Eastside are in the Burglary, Vandalism and Vehicle Larceny categories. In the past four years, Rape and Vehicle Theft have risen gradually, while the remaining crimes have been constant. See Charts 2-A, 2-B. In fact, only Burglary has been consistently above the city average for all of these crimes. The percentage of crimes in the Consolidated Eastside Neighborhood is proportionately the same as the percentage of crimes for the entire IPD jurisdiction. See Charts 2-C, D, E, F.

The Windsor Village area has nearly four times the number of reported crimes than does the rest of the Consolidated Eastside Neighborhood. Crime Watch personnel advise neighbors to become more active and attentive in their neighborhood to help alleviate preventable crimes.

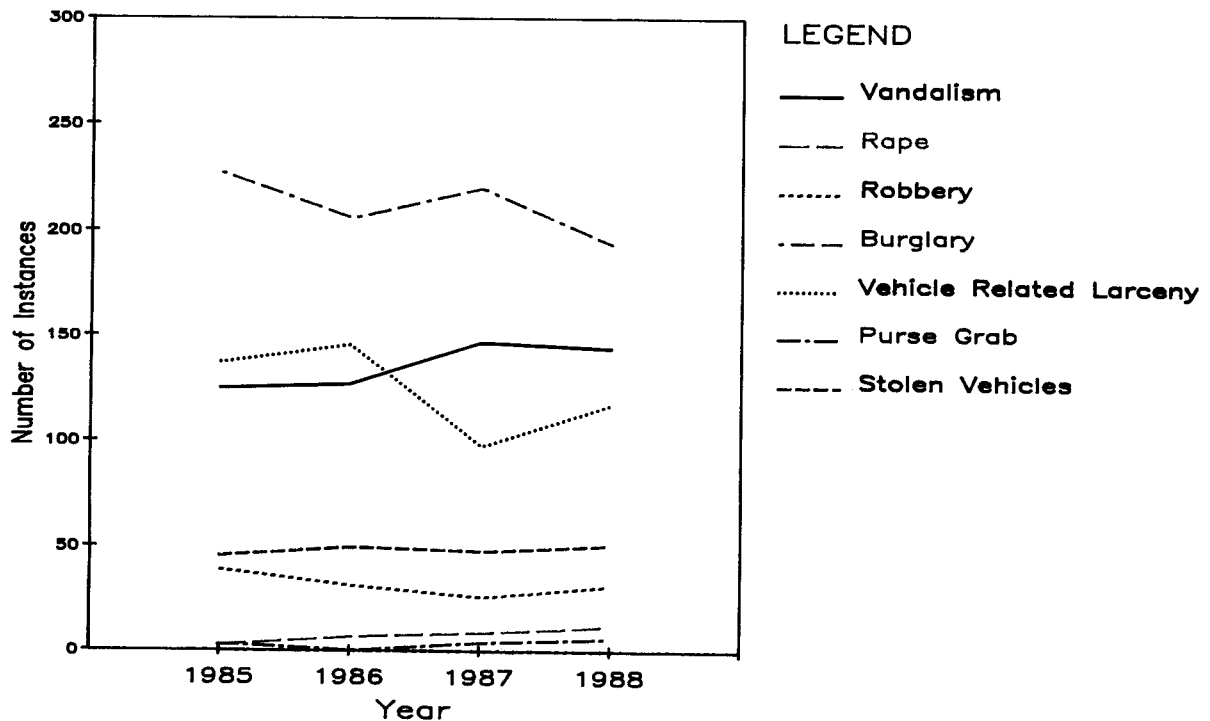
## TRANSPORTATION

The street network in the Consolidated Eastside Neighborhood provides for the efficient movement of vehicular traffic along the arterial streets. The residential street pattern, however, is an inconsistent grid pattern. These characteristics provide the area residents with a street network beneficial to the neighborhood as well as the entire transportation system.

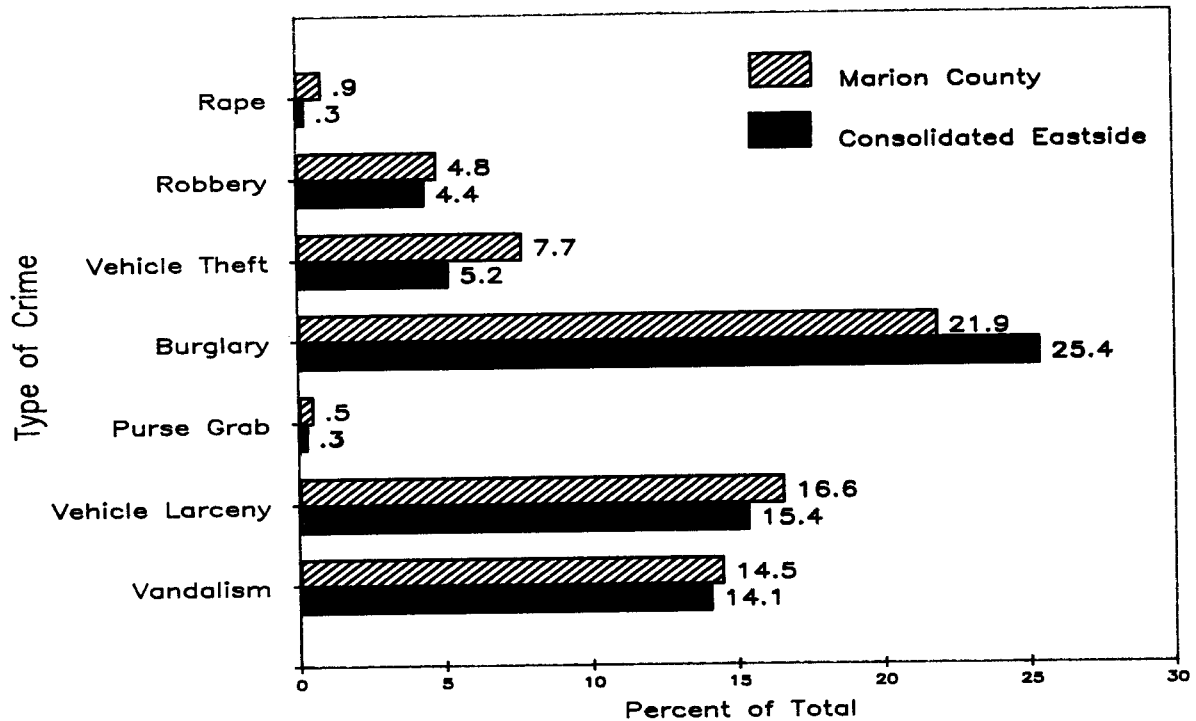
**CHART 2A**  
**TOTAL CRIME**  
**MARION COUNTY IPD JURISDICTION**  
**1985-1988**



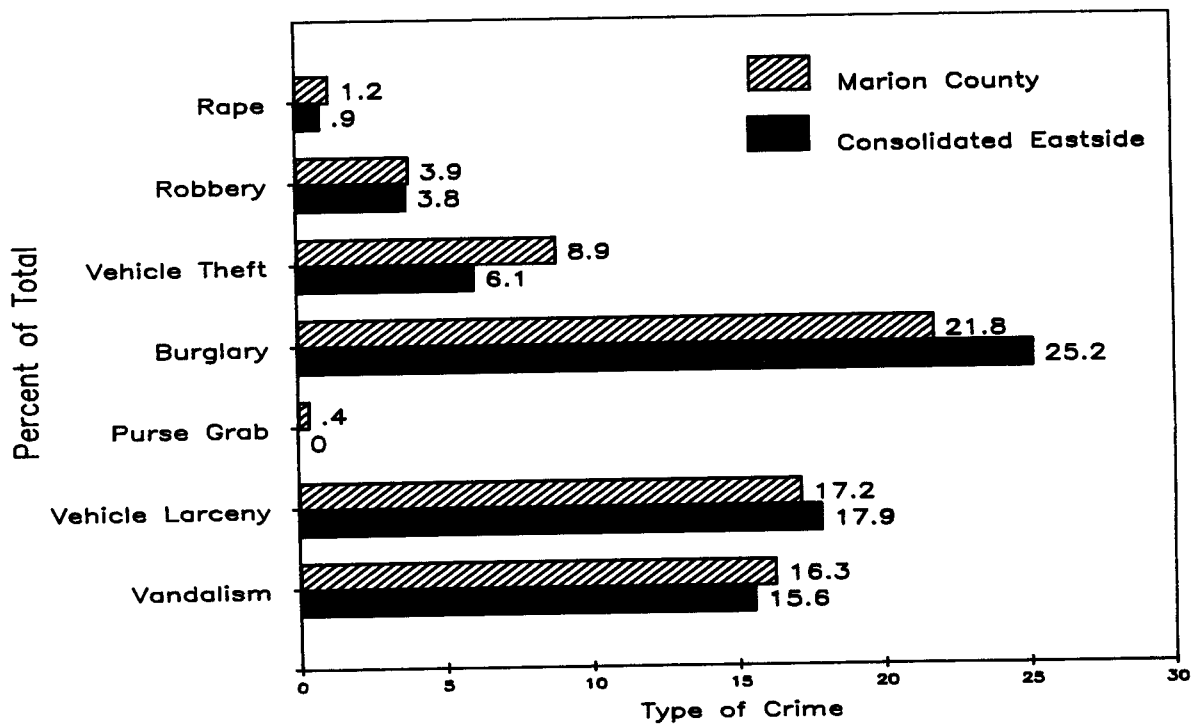
**CHART 2B**  
**TOTAL CRIME IPD JURISDICTION**  
**CONSOLIDATED EASTSIDE NEIGHBORHOOD**  
**1985-1988**



**CHART 2C**  
**TOTAL CRIME 1985**  
**IPD JURISDICTION**  
**MARION COUNTY VS CONSOLIDATED EASTSIDE**

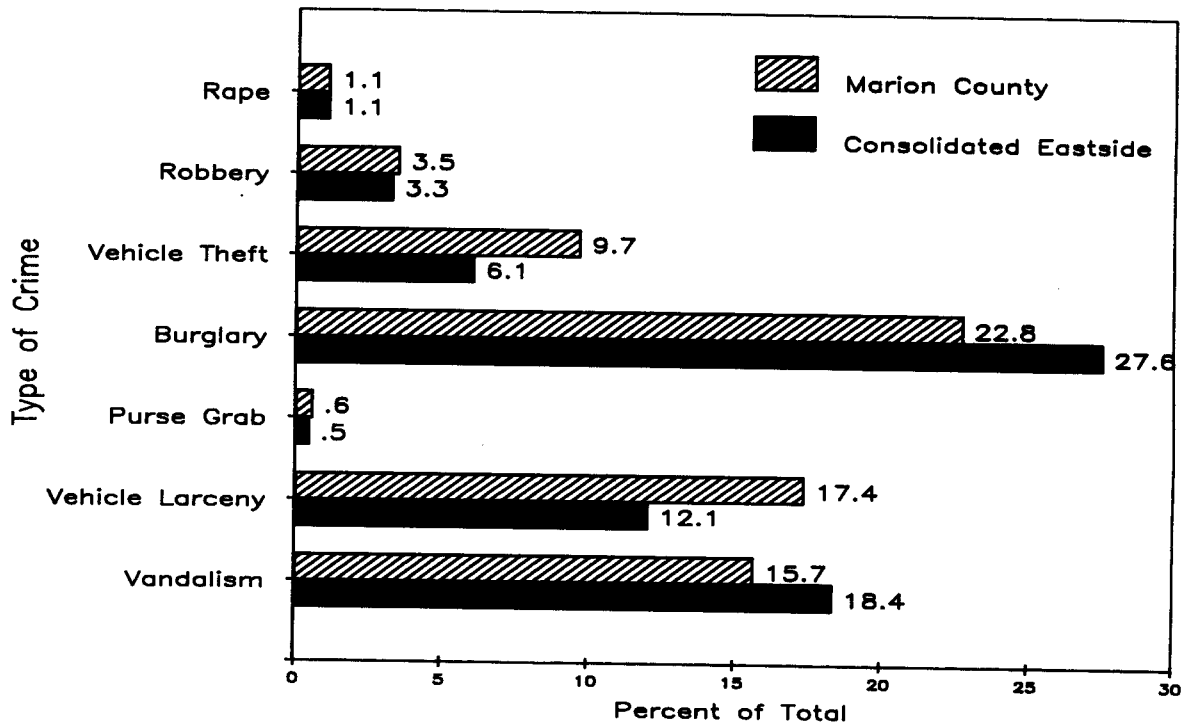


**CHART 2D**  
**TOTAL CRIME 1986**  
**IPD JURISDICTION**  
**MARION COUNTY VS CONSOLIDATED EASTSIDE**





**CHART 2E**  
**TOTAL CRIME 1987**  
**IPD JURISDICTION**  
**MARION COUNTY VS CONSOLIDATED EASTSIDE**



**CHART 2F**  
**TOTAL CRIME 1988**  
**IPD JURISDICTION**  
**MARION COUNTY VS CONSOLIDATED EASTSIDE**



## Functional Classification System

A functional classification is the grouping of roadways within the neighborhood into an integrated system identified by their principal uses in the overall transportation system. The Consolidated Eastside is made up of several types of roadway systems which are defined as:

**Freeways** - divided highways with full control of access and grade-separated interchanges. The primary function is movement of traffic in particular long trips made within and through the study area. These roads are designed for high-speed operation and require wide rights-of-way ranging up to 300 feet wide.

**Primary Arterials** - These routes have greater traffic carrying capabilities and higher levels of service than other routes to channel major traffic movements. They carry higher volumes than other adjacent routes or have the potential to carry higher volumes. They serve as connecting routes to the freeway system and to other primary arterials, and are oriented primarily to moving traffic rather than to serve abutting land-use. Rights-of-way may range up to 120 ft. in width.

**Secondary Arterials** - These routes serve a higher percentage of short trips than do primary arterials. They carry significant volumes and are needed to provide route continuity. Right-of-way widths may range up to 100 ft. in width.

**Collectors** - Primary function is to collect traffic from an area and move it to an arterial, while also providing substantial service to abutting land-use.

**Local Streets** - Comprise the remainder of the surface streets and have the primary function of service to abutting land-use.

The primary arterials include Emerson Avenue, Arlington Avenue, 21st, 16th, and 10th Streets. There are no secondary arterials in this neighborhood. The northern boundary, I-70, is a freeway. Ritter Avenue is a collector and all other streets are "local" streets and were not meant for large volumes of traffic. Most residential areas are therefore sheltered from excessive "cut-through" traffic because of the right-of-way size and the physical configuration of the winding streets.

## Level of Service

The ability of a street network to carry traffic is expressed in terms of Level-of-Service (LOS) at the critical locations (usually intersection). Level-of-Service is defined alphabetically as follows:

- "A" Conditions of free unobstructed flow, no delays and all signal phases sufficient in duration to clear all approaching vehicles.
- "B" Conditions of stable flow, very little delay, a few phases are unable to handle all approaching vehicles.
- "C" Conditions of stable flow, delays are low to moderate, full use of peak direction signal phase(s) is experienced.
- "D" Conditions approaching unstable flow, delays are moderate to heavy, significant signal time deficiencies are experienced for short durations during the peak traffic period.
- "E" Conditions of unstable flow, delays are significant, signal phase timing is generally insufficient, congestion exists for extended duration throughout the peak period.
- "F" Conditions are jammed, full utilization of the intersection approach is prevented due to back-ups from locations down stream.

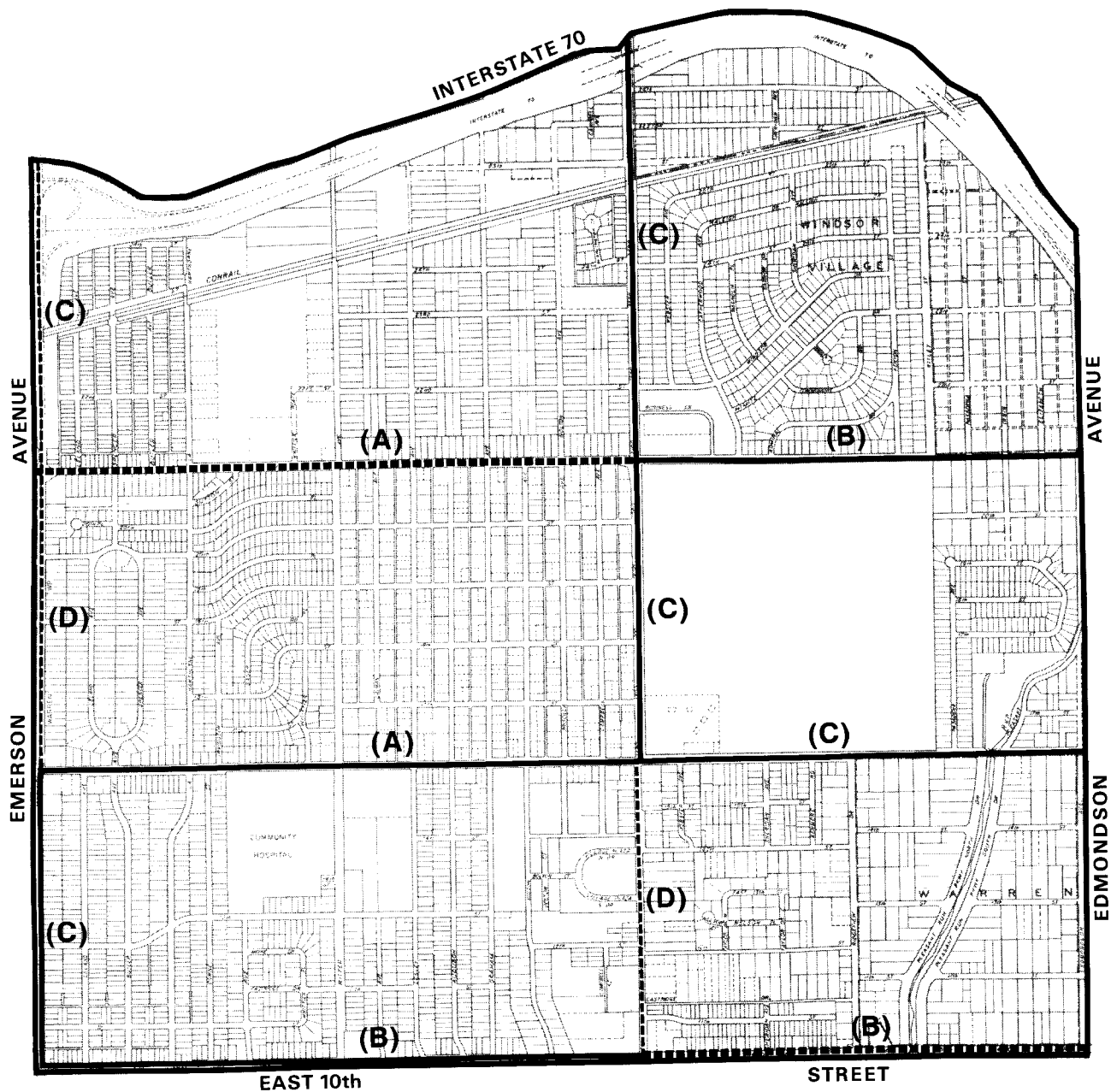
Map 1 shows the existing levels of service for those streets on the thoroughfare system within the Consolidated Eastside Neighborhood. Also shown are the future Levels of Service expected in the year 2005. This information is based upon sophisticated transportation computer software modeling.

### Bridges

In Marion County, there are 476 bridges; of these, five are located in the Consolidated Eastside Neighborhood. Sufficiency ratings are used to describe the structural condition of an existing bridge through a standardized rating system.

Bridge sufficiency ratings utilize a scale ranging from 0 to 100. A rating of zero (0) is the worst possible condition and 100 is the optimum rating. A sufficiency rating that is below 80.00 qualifies the structure for Federal Bridge Rehabilitation funds. Those bridges with ratings below 50.00 qualify for Federal Bridge Replacement funds. Only the bridge at 16th and Pleasant Run qualifies for Federal Bridge Rehabilitation funds. The sufficiency ratings for the bridges located in the Consolidated Eastside are as follows:

Bridge Location	Sufficiency Rating
16th and Pleasant Run Pkwy	73.00
10th and Pleasant Run Pkwy	93.40
21st and Sutton	88.10
20th and Emerson	95.70



## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

### MAP 8 / EXISTING AND FUTURE LEVELS OF SERVICE

#### Levels of Service

- "A or B"
- "C or D"
- ..... "E or F"

#### Future Levels of Service

- (A) (B) (C) (D) (E) (F)

### Truck Routes

Designated truck routes in Indianapolis are designed to facilitate access to all areas of the city without forcing truck traffic to penetrate generally residential or congested areas. The routes include primary and secondary routes, with the highest truck volumes occurring on primary routes. The Municipal Code only limits truck movement according to street weight limitations, posted truck route signs do not necessarily entail an enforceable standard.

#### Street Segment

#### Type of Route

Emerson from 10th to I-70  
I-70 from Emerson to Shadeland

Secondary  
Primary

### Programmed Transportation Improvements

Transportation improvements are programmed through the Indianapolis Regional Transportation Improvement Program (IRTIP). Improvements programmed for the Consolidated Eastside Neighborhood during the 1989-1993 program period are identified as follows:

IRTIP # 89-SED-3071 Roadway Widening  
Location: East 21st Street from Emerson to Arlington Avenues.  
Description: Widening of existing facility to a four lane undivided roadway from Emerson to Arlington Avenues with turn lanes at Ritter Avenue.  
Construction: 1990.

### Vehicle Accidents

Of the 129 high accident intersections monitored in 1988 for Marion County, two are located in the Consolidated Eastside Neighborhood. This low number of problem intersections indicates the neighborhood has a low percentage of vehicle accidents in relation to other areas of Marion County.

<u>Intersection</u>	<u># of</u> <u>1988 Accidents</u>
Emerson/10th Streets	17
Arlington/10th Streets	23

## PARKS AND OPEN SPACE

There are several different types of parks located in and around the Consolidated Eastside Neighborhood. Sub-neighborhood parks offer green areas in those urban locations where yard space is limited or in areas not served by any other park. Community parks offer a wide range of leisure activities that many times include a community center. There are two sub-neighborhood parks located within the Consolidated Eastside Neighborhood:

Windsor Village Park at 2501 N. Kenyon  
Virginia Lee O'Brian Park at 2300 N. Bolton

Windsor Village Park comprises 2.5 acres and includes 15 unimproved parking spaces, a spray pool, two picnic tables, one basketball court, one softball diamond, and one volleyball court. The facility also includes a .3 acre children's play area, restroom, community center, and a maintenance building. Some neighborhood meetings are held at the community center.

Virginia Lee O'Brian Park comprises 5 acres and includes 15 unimproved parking spaces, two picnic tables, 2 acres for field sports, one basketball court and a .5 acre child's play area. This park principally serves children eighteen years and younger.

Pleasant Run Parkway runs through the southeastern portion of the Consolidated Eastside Neighborhood. Although no specific facilities exist along the parkway, there is plenty of open space for play and picnics. The parkway gives a nice scenic aspect to the neighborhood.

Located just south of the Consolidated Eastside Neighborhood at 5301 East St. Clair Street is Ellenberger Park, a community park. Ellenberger Park comprises 42 acres of land which includes: 130 parking spaces, an outdoor pool, two ball diamonds, .6 acre child's play area, concessions, 4 acres of field sports, one football field, 2 maintenance buildings, 18 acres of open and wooded land, 10 acres of picnic grounds, 2 port-o-lets, 14 benches, 8 tennis courts; 4 of which are lighted, and 1 skating rink.

## SCHOOLS

The Consolidated Eastside Neighborhood is served by the following schools:

### Elementary Schools

IPS School 11	3202 E. 42nd Street
IPS School 88	5801 E. 16th Street
IPS School 89	5950 E. 23rd Street
IPS School 106	5301 Roxbury Road
Hawthorne (Warren Twp)	8301 E. Rawles
Pleasant Run (Warren Twp)	1800 N. Franklin Road

### Junior High Schools

IPS John Marshall	10101 E. 38th Street
IPS Forest Manor	4501 E. 32nd Street
Creston (Warren Twp)	10925 E. Prospect
Stonybrook (Warren Twp)	11300 E. Stonybrook Drive

### High Schools

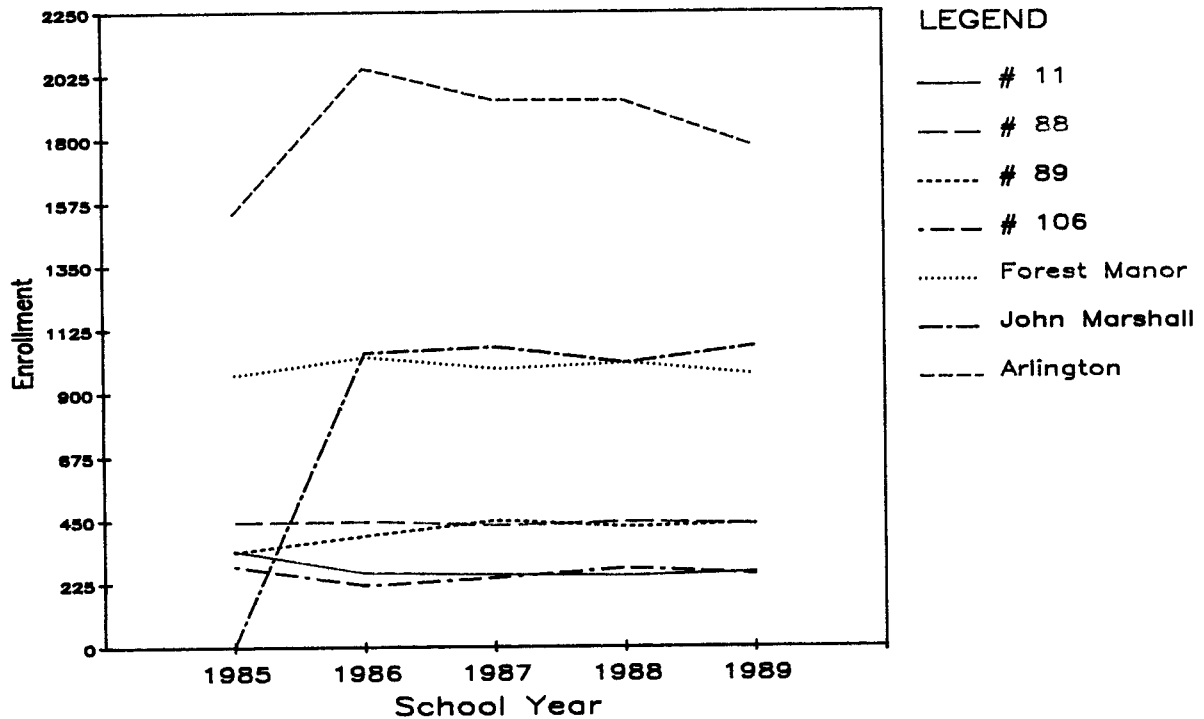
IPS Arlington	4825 N. Arlington Avenue
Warren Central (Warren Twp)	9500 East 16th Street

The 1988-89 school year enrollment shows the following:

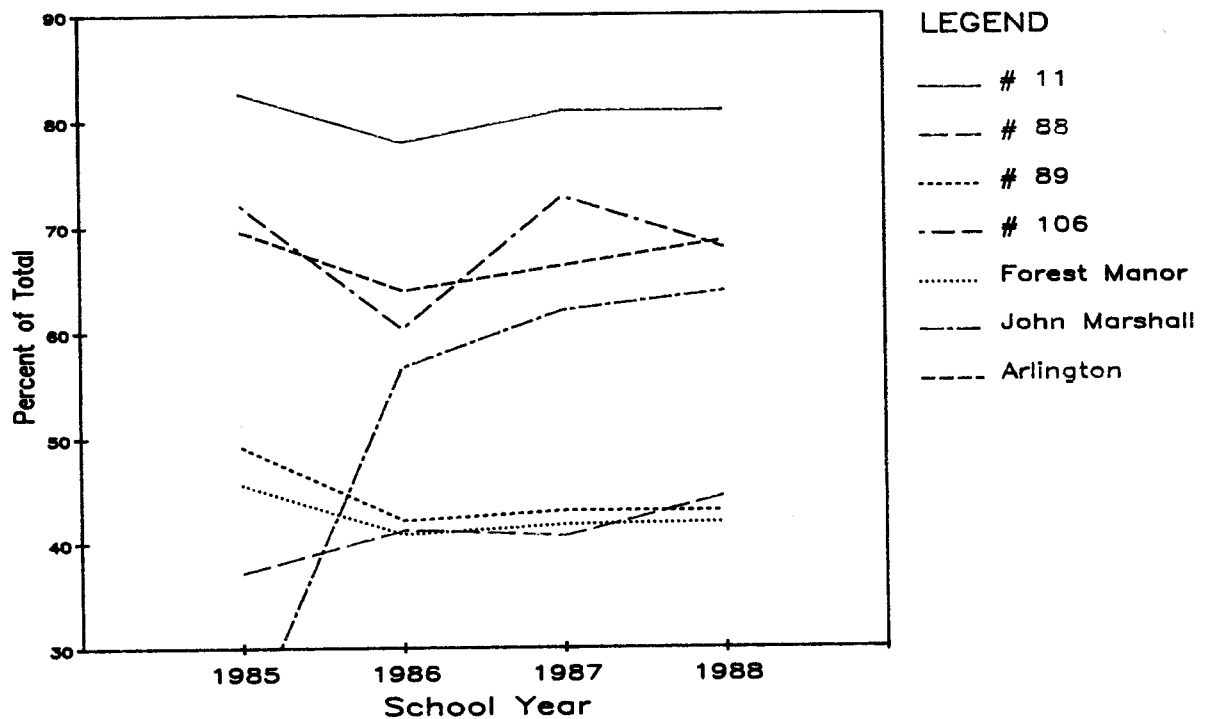
	Total Enrollment	Capacity
School 11	253	350
School 88	446	549
School 89	427	500
School 106	281	450
Hawthorne	447	500
Pleasant Run	509	500
John Marshall	1004	1250
Forest Manor	1009	1150
Creston	980	1100
Stonybrook	1150	1100
Arlington	1937	2877
Warren Central	2260	2500

Warren Township enrollment has been increasing in the past years, while IPS enrollment has remained relatively stable. In terms of enrollment, IPS projects the next five years K-6 enrollment will be stable, junior high will increase 500 students, and high school will drop 1,000 students. As the younger children reach the upper grades, this trend will

**CHART 3A**  
**INDIANAPOLIS PUBLIC SCHOOLS**  
**ENROLLMENT TRENDS**  
 Consolidated Eastside Jurisdiction



**CHART 3B**  
**INDIANAPOLIS PUBLIC SCHOOLS**  
**RACIAL TRENDS**  
 Consolidated Eastside Jurisdiction





reverse. In Chart 3-A, IPS enrollment appears to be steady with the exception of Arlington High School's 1989 projected enrollment which is expected to decline. This can be attributed to a decrease in the number of high school age children and the number of children enrolled in private and parochial schools. The percentage of black students is remaining constant as is apparent in Chart 3-B. The percentage of black enrollment in Warren Township Schools is: Hawthorne 24%, Pleasant Run 27%, Creston 18%, Stonybrook 26%, and Warren Central 21%.

IPS uses a formula to calculate capacity for elementary schools. Classrooms generally have 25 pupils per room. Special education classes called 'Prime Time' (state program) have 12 pupils per room. These numbers shown above do not include reduced capacity because of Prime Time.

School 89 will receive approximately \$1.2 million in extensive renovations scheduled for 1991. In 1990, Hawthorne School will receive additions in classrooms, computer rooms and a music room. In 1991, Pleasant Run, Creston and Stonybrook will be partially renovated. In 1990, Warren Central can expect some repairs as well.

## SECTOR ONE

Due to the size, complexity, and natural as well as man-made boundaries, the Consolidated Eastside Neighborhood has been divided into four sectors. Map 2.

Sector One is located north of the Conrail tracks and is comprised of approximately 120 acres. The area is isolated in that only four streets allow access: Spencer, Hawthorne, Ritter, and Arlington. There are almost no east/west streets which further isolate Sector One. The area is serviced by public transportation only on Arlington.

### Building Conditions

Of the 127 structures in Sector One, 76 (60%) are in excellent condition, 18 (14%) need superficial rehabilitation, 24 (19%) have minor deterioration and the remaining 9 (7%) have major deterioration. Sector One contains only 3% of all buildings located in the Consolidated Eastside Neighborhood. Chart 4-A.

The buildings located in the eastern portion are maintained better than those located to the west. There are sections of housing in Sector One with interesting architectural styles creating a good sense of congruity.

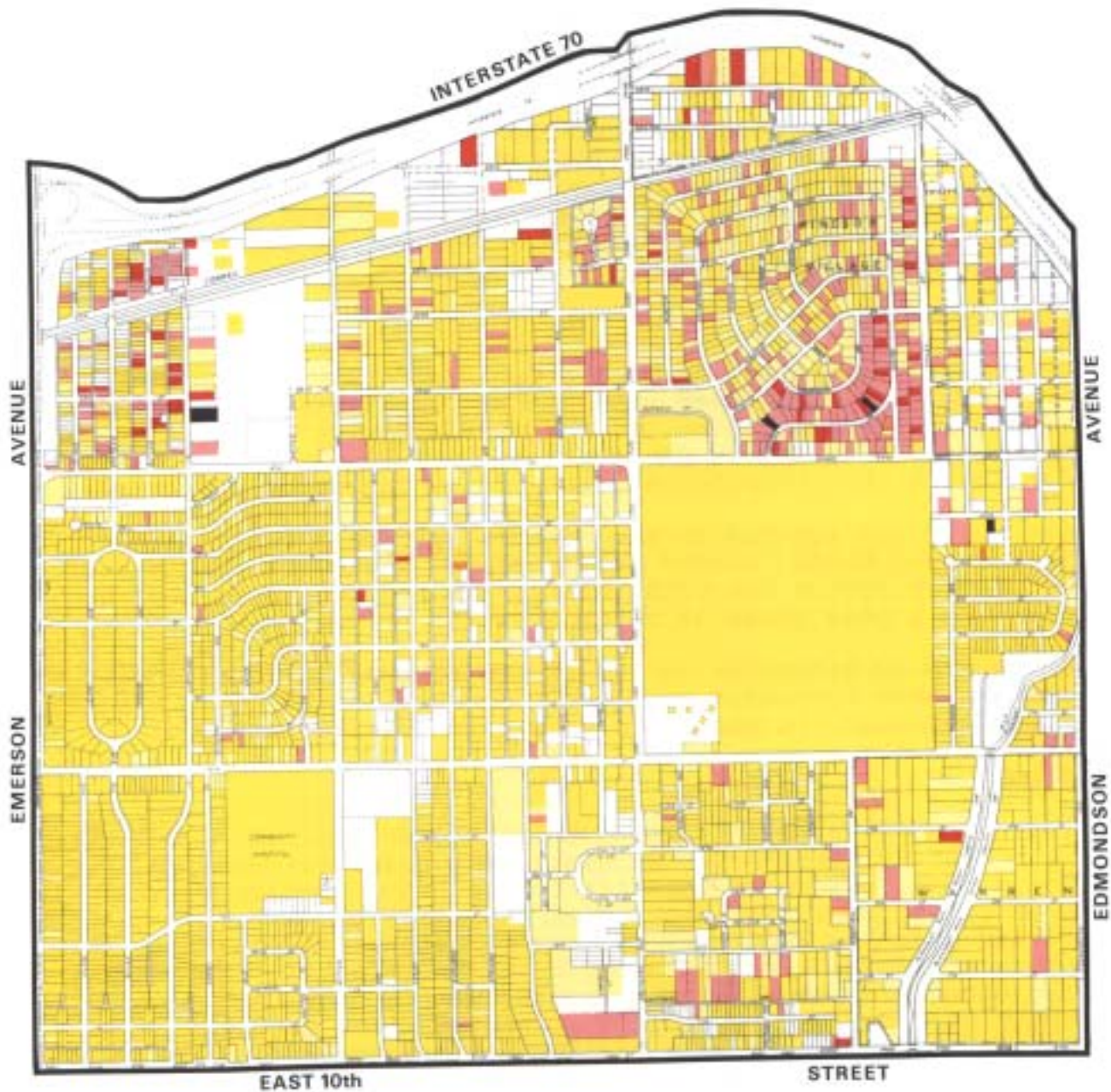
There are no sidewalks on any of the streets in Sector One. The streets have few major problems. However, if the area becomes more developed, it may be necessary to provide curb cuts.

### Land Use

There are a variety of land uses in Sector One. However, their placement is haphazard. Single family homes are located next to and across from heavy industrial uses. A church is located next to a light industrial use. When comparing the existing zoning to the existing land use, one can readily see many conflicts. Areas zoned for light industry have single family, multi-family and commercial uses. Single family dwellings are located on heavy industrially zoned land. Inappropriate land uses can damage the character of a residential neighborhood. Care must be given when developing the land use plan so that these land use conflicts may be reduced.

### Rezoning and Variances

It is not uncommon for persons to apply for petitions allowing changes in uses, zonings or development standards for any particular area. However, whether or not these petitions are approved is another matter which depends on the history of the area, trends, needs, public opposition or support and a number of other determinants.



# **CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN** **MAP 9 / EXISTING BUILDING CONDITIONS**



CHART 4A

# CONSOLIDATED EASTSIDE NEIGHBORHOOD BUILDING CONDITION SURVEY 1989

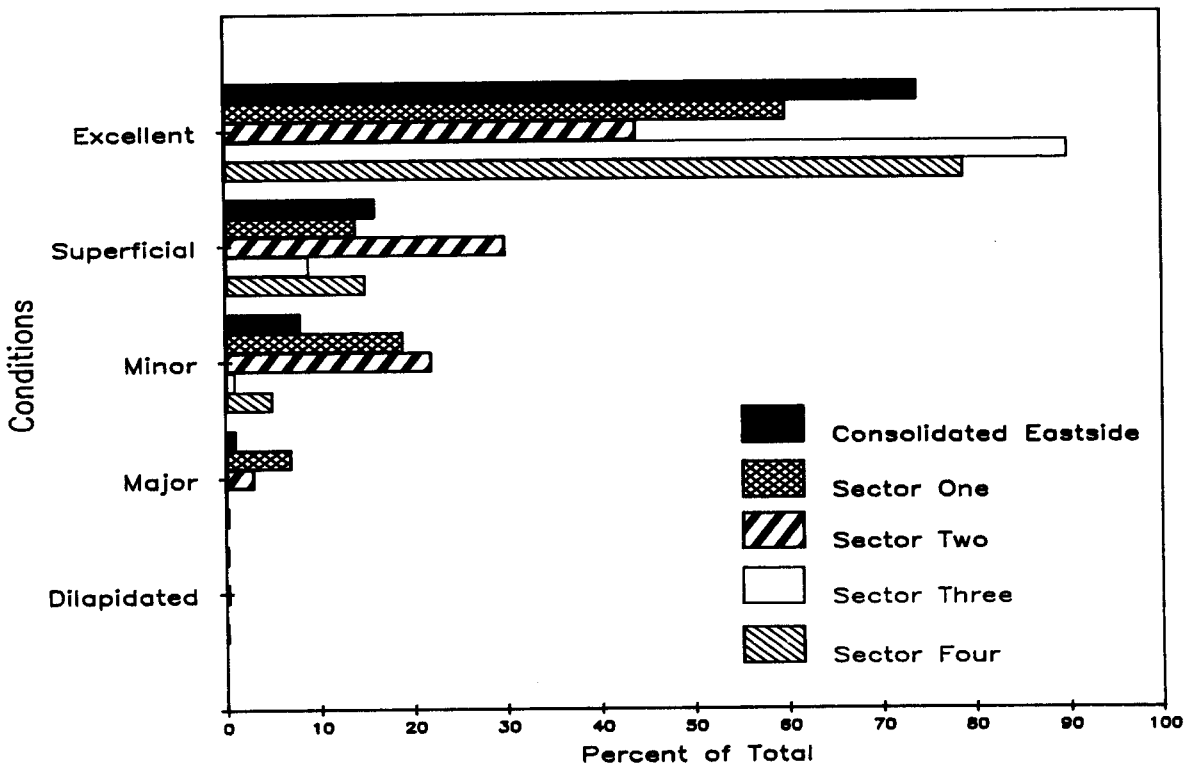
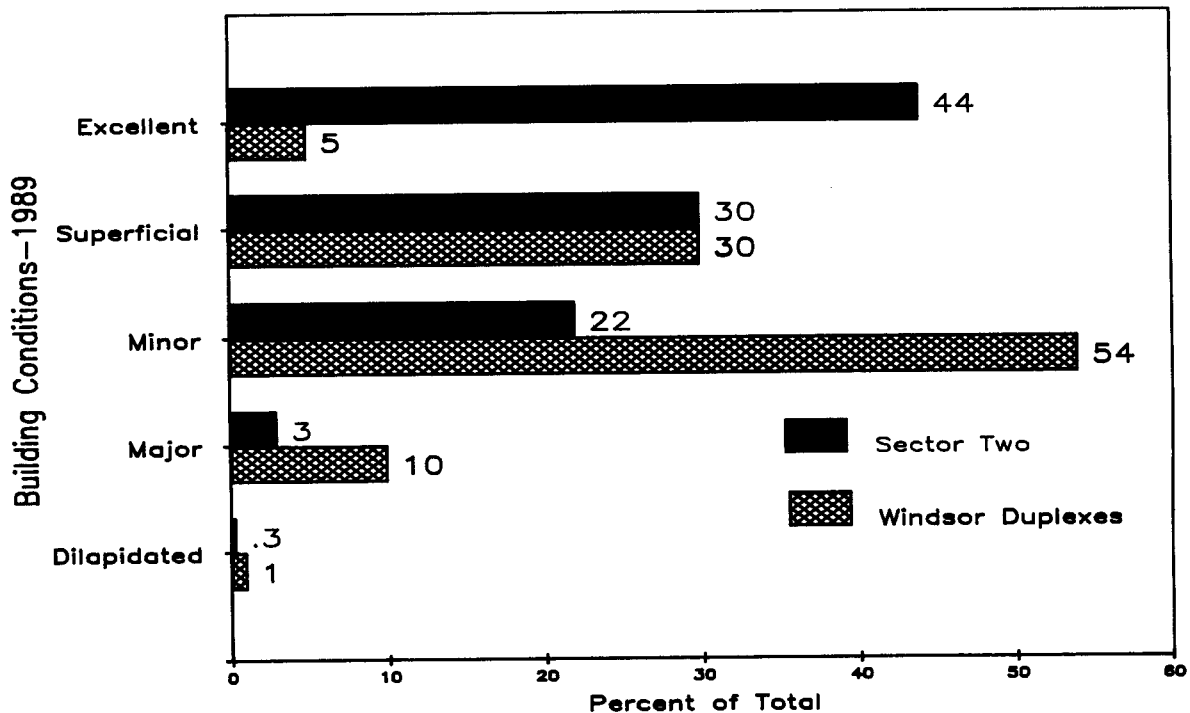


CHART 4B

# CONSOLIDATED EASTSIDE NEIGHBORHOOD BUILDING CONDITION SURVEY Sector Two vs Windsor Village Duplexes



The petitioner may request either a variance or a rezoning. There are two types of variances: Use Variances and Standards Variance. A Use Variance refers to changing the use of a particular property. For example, a doctor wants to operate his practice in a "D-5" residential area without changing the residential zoning. He would need a Use Variance, which would permit a commercial use in a residentially zoned area. The Standards Variance refers to waiving some requirements of development for a particular reason. For example, a resident wants to build a garage in his back yard. However, there is not enough land to allow for the minimum development requirements. The resident would need a Standards Variance.

A Rezoning refers to changing the zoning designation of land, i.e., some land is zoned "D-5" residential and a petitioner wants to operate a motorcycle repair shop there. He would request that the zoning be changed from "D-5" residential to "C-3" commercial zoning. A variance is attached to the site, the owner or the use. If any of these change, the variance is nullified. Usually the variance will remain indefinitely if the same use continues.

It is most beneficial for a neighborhood to have zoning correspond to the actual land use. In cases where land use does not correspond to zoning, there is no justification for preventing a new or more intense use from being introduced to the neighborhood.

Also, by permitting a variance in a residential area for a use other than residential, a precedent has been set which will allow similar variances in the future. Over time, as more and more variances have been approved, the residential character is no longer cohesive because there is no clear definition between residential and commercial uses. Without a Land Use Plan, variances and rezonings can introduce an unwanted use into an area and permanently change the character of the neighborhood over time. Once the intrusions have occurred, chances of reversal are not good.

There have been 13 rezonings or variances from 1970 to 1986 in Sector One. Four of these were Rezonings, two were Standards Variances, and seven were Use Variances. In several instances, a parcel had more than one petition over a period of years. The majority of rezonings were from residential to commercial or industrial. One petition requested the industrial zone be changed to a special use for a church.

Sector One is a good example of what can happen to a neighborhood's cohesiveness when use variances are approved over a period of years. Existing zoning indicates light industrial uses on Leland St., Spencer St., and Butler Avenue except for one special use (church). In actuality, Leland is lined with

houses except for a light industrial use and the church. Spencer has light industrial on either side of four homes. There is also commercial, single family, multi-family and light industrial uses on the other side of the street. Butler has a row of homes facing a block of light industrial uses. It is likely that the light industrial uses will probably increase as the residential uses diminish. Currently, the area is not conducive to residential development.

Between Hawthorne and Arlington is a significant amount of heavy industry and light industry with some residential and commercial uses scattered throughout. Existing zoning reveals heavy industrial and light industrial uses with a section for residential use.

Since the majority of this area is industrial, residential uses would not be complimentary. In fact, there are only 3 residential uses, the others have become commercial and industrial through use variances and one rezoning. This area is very likely to remain industrial and should be zoned as such.

East of Arlington is a fairly cohesive residential neighborhood with one area of light industry and one area of commercial use. Existing zoning indicates heavy industrial, agricultural, light industrial and residential uses. Unfortunately, a Use Variance in 1973 introduced a light industrial use into this residential neighborhood under neighborhood protest. In 1984 another Use Variance was approved to add to the existing business and in 1986 the property was rezoned to light industrial. Just south of this property is a tract of vacant land that was rezoned to a Commercial/Industrial (CID) Use in 1980 for a heating and air-conditioning business that still does not exist. Once again, it is unfortunate that the land was rezoned because any business permitted under a "CID" classification can now locate there. If the business was operating under a Use Variance, only heating and air-conditioning companies or residential uses could locate there. As it is, the residential portion of this neighborhood is now threatened. However, if discretion is used in the future toward Use Variances and Rezonings, this residential neighborhood will not become scattered with mixed uses.

## SECTOR TWO

Sector Two is located just south of the Conrail tracks and is bounded by Kitley on the east, 21st Street on the south and Emerson on the west. Sector Two is made up of approximately 400 acres. The area is adequately serviced by public transportation. Metro provides routes on Arlington, 21st Street, and a route through the heart of Windsor Village to Kitley. Map 2.

Sector Two has several urban design limitations. Due to the curved street pattern, it is confusing to drive through Windsor Village. This can be detrimental due to increased service-time for police and fire vehicles. The large tract of vacant land from Hawthorne to Ritter obstructs east/west traffic flow and isolates the older neighborhood to the west.

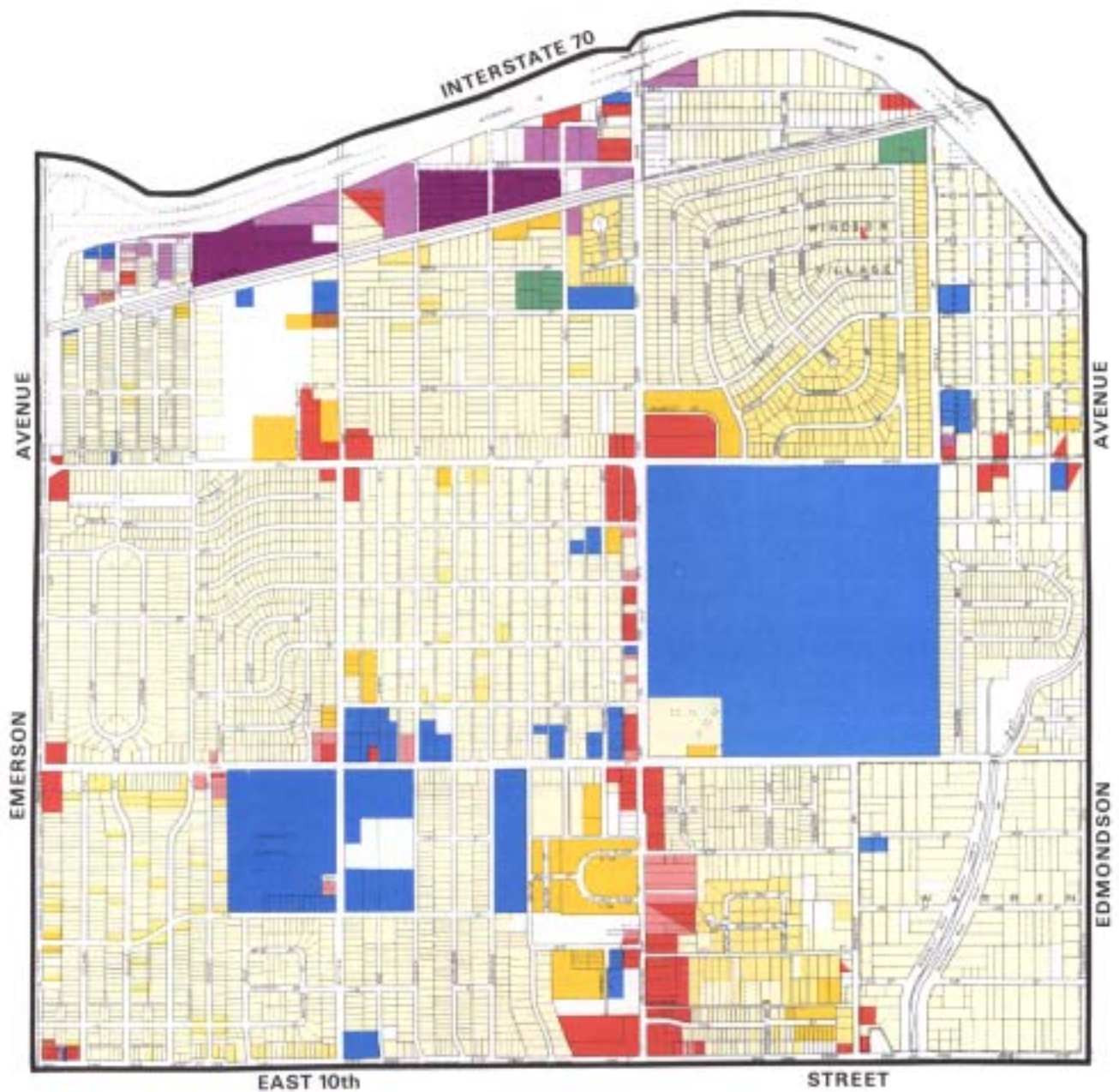
### Building Conditions

Of the 1,060 buildings in Sector Two, 463 (44%) are in excellent condition, 321 (30%) are in need of superficial repairs, 238 (22%) require minor rehabilitation, 35 (.3%) are dilapidated and in need of demolition. See Chart 4-A. A closer look at Sector Two reveals that Windsor Village contains the highest concentration of poor housing conditions. Of the 183 duplexes, only 9 (5%) are in excellent condition, 55 (30%) need superficial repairs, 98 (54%) require minor rehabilitation, 19 (10%) need major rehabilitation, and 2 (1%) should be razed. See Chart 4-B. The Windsor Village area is salvageable in that the majority of the repairs needed are minor. The majority of the duplexes are owned by just a few owners. Chances of a successful recovery are good if the owners are willing to make the necessary repairs. (Section 8 units are usually in the excellent or superficial category because they are required to be well maintained.)

Directly to the west of Windsor Village is a lower density residential area generally in excellent condition. The majority of homes are partial brick ranches. Their pleasant appearance is an asset to Sector Two. There is a high concentration of structures requiring major rehabilitation along Butler and Hawthorne. The existing homes are in close proximity to each other. Some, in fact, are so close their eaves physically overlap. The Emerson overpass and Conrail tracks isolate this portion from the rest of the sector.

Sector Two does not require much street repair. Windsor Village is the only area with sidewalks in Sector Two except for Spencer Avenue.





## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

### MAP 10 / EXISTING LAND USE

#### RESIDENTIAL

- Single Family
- Two Family
- Multi-Family

#### COMMERCIAL

- Retail
- Office
- PUBLIC / SEMI-PUBLIC

#### INDUSTRIAL

- Light
- Heavy
- PARKS
- VACANT LAND

The preparation of this map was financed in part by a Community Development Block Grant



June, 1990  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana



## Land Use

An inappropriate mix of land uses in Sector Two does not appear to be a problem at this time. However, comparing current land use with existing zoning does present some zoning inadequacies. Approximately half of Windsor Village is a duplex subdivision, although it is zoned for single family residential. A single family home centrally located in Windsor Village is operating as a barber shop without a variance. West Arlington Court is a duplex subdivision zoned for single family residential. IPS School #89 and its adjacent playground located at 23rd and Arlington is zoned for single family residential. A light industrial use and an apartment building located just south of the Conrail tracks are both zoned as single family residential. Several residential uses and multi-family uses are located on agriculturally zoned land. Further east, land zoned for office use contains several duplexes. These inconsistencies should be corrected in order to avoid future inappropriate zonings being introduced. Once a precedent is established it is difficult to reverse.

## Rezoning and Variances

There have been 14 rezonings and variances from 1971 to 1988 in Sector Two. Four of these were Rezoning, while ten were variances. Seven of the variances were Use Variances and the other three were Standards Variances. Historically, Sector Two had been zoned for agriculture and residences. Once again, by permitting a variance in a residential area for a use other than residential, a precedent has been set which will allow similar variances in the future. The residential character has become less cohesive over time. The definition of where the residential use stops and commercial uses start is no longer clear.

North of the Conrail tracks, there has been a preponderance of industrial uses. The Conrail railroad tracks create a line of demarcation between industrial and residential development. This line was crossed in 1978 when a petition was filed to change the zoning from A-2 (agricultural) to I-1-U (Industrial) to allow a business to process distilled water. The Comprehensive Plan recommended D-2 (residential) and the existing use was residential. The petition was granted and there have been several spot zoning changes since. Once a precedent is set, it is nearly impossible to re-establish the previous zoning.

## SECTOR THREE

Sector Three contains approximately 585 acres and is bordered by Emerson, 21st Street, East 10th Street, and Arlington/Bolton Avenues. The area is adequately serviced by public transportation. Metro provides routes on 21st Street, 16th Street, 10th Street, Ritter, and Arlington. See Map 2.

### Building Conditions

Of the 1,979 buildings in Sector Three, 1,783 (90%) were in excellent condition, 171 structures (8.6%) needed superficial repairs, 23 (1%) call for minor rehabilitation and only two (.1%) require major rehabilitation. See Chart 4-A. The homes south of 16th Street reflect the same style and quality of the adjacent historic Irvington Neighborhood further to the south. The housing conditions in Sector Three are very good.

The majority of the streets in Sector three do not have sidewalks. It appears that there is no correlation between the condition of a neighborhood and whether or not the neighborhood has sidewalks as is evident in Sector Two versus Sector Three.

### Land Use

At the heart of the land use controversy in Sector Three is Community Hospital and its surrounding medical uses. In 1964 the first addition of Community Hospital was built at 1500 North Ritter on a 30 acre tract of land. In 1974, the second addition was built and in 1981 the third addition was constructed. The initial 30 acres is still the only land available for construction and, with each new addition, fewer parking spaces became available, creating further parking inadequacies. In 1952, the Lutheran Child Welfare Association's Children's Home (Lutherwood) was constructed east of the hospital site on Ritter.

At this time, Community Hospital is not the main problem for Sector Three, it is the hospital-related businesses, principally medical and office buildings which are being built along 16th Street. Nursing homes, apartments and other facilities are being constructed along Ritter and 16th Street. Another common complaint is the conversion of homes into doctor's offices around the periphery of the hospital. Residents believe these intrusions will slowly strip away the integrity of their neighborhood.

As the result of the medical encroachment on the periphery of Community Hospital, a resolution was adopted in 1984 to discourage destruction of residences and the conversion of residences to offices, as well as to encourage hospital expansion on its present site and hospital-related business expansion a half mile from the hospital.

There are a few land use/zoning discrepancies in Sector Three, but they do not appear to be a threat to the neighborhood at this time. School 88 on 16th Street is zoned multi-family residential instead of special use. There are several instances of single family uses that are zoned multi-family, and an instance of a multi-family structure zoned single family.

#### Rezoning and Variances

There have been 23 rezonings and variances in Sector Three. Of these, ten were Use Variances, ten were Standards Variances, and three were Rezonings. The majority of the cases were along Arlington Avenue while the remaining cases were scattered along Emerson and Ritter. Most of the cases concerned changes in the type of commercial use. There were two cases of dwellings changed to doctor's offices. It appears the cases were appropriate for their type of use.

## SECTOR FOUR

Sector Four is bounded by 10th Street, Edmondson, I-70, Kitley, 21st Street, Arlington to Bolton and is comprised of 366 acres. A large portion of Sector Four (156 acres) is devoted to the Naval Avionics facility. See Map 2.

Public transportation is provided on 10th Street, 16th Street, 21st Street, Arlington, portions of Edmondson Street and appears to service the Sector adequately.

### Building Conditions

Of the 712 buildings, 560 (79%) were in excellent condition, 106 (15%) needed superficial repairs, and only 37 (5%) required minor rehabilitation. Two (.3%) needed major rehabilitation and one (.1%) was dilapidated and probably should be demolished. See Chart 4-A. The housing in Sector Four seems to be in good condition. There is a variety of housing styles and configurations. They are mostly larger brick and clapboard type houses. North of these is a newer small subdivision consisting of small traditionally-styled and aluminum sided homes in a cul-de-sac arrangement.

Warren Park is void of sidewalks as well as the streets north of 19th Street. The rest of Sector Four has sidewalks scattered throughout. Streets appear to be in adequate condition.

### Land Use

Naval Avionics provides research and development, and to a limited extent, manufacturing of aviation electronics equipment for the Department of the Navy. The 3,200 employees are all civilian Federal Government employees. Some of the research involves guidance, radio, and satellite systems. They look to expand their employee base in the future. Naval Avionics is an integral part of Sector Four.

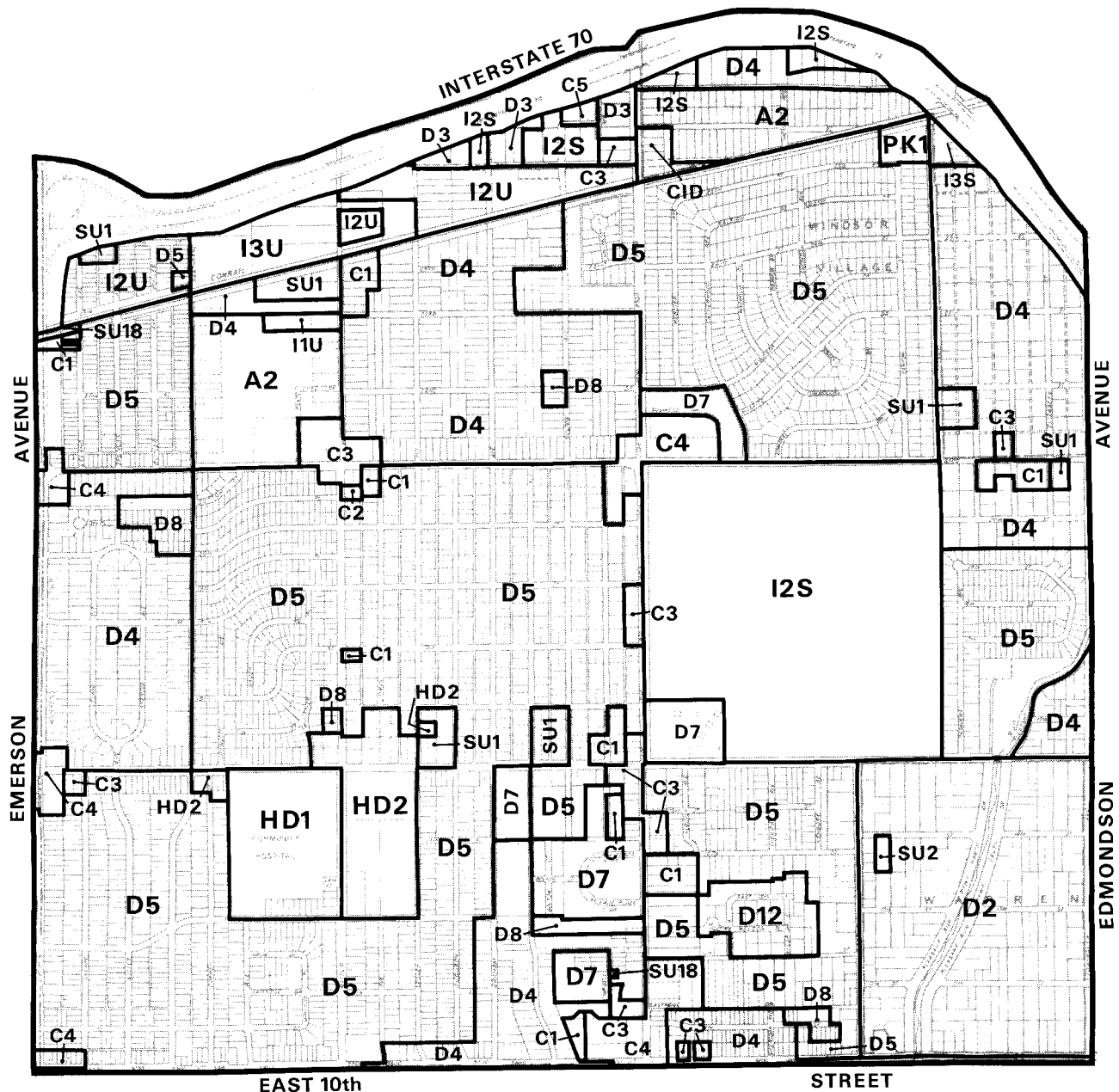
There are a few pockets of duplexes just east of Arlington that are not visually appealing. Although the buildings themselves are in good condition, there are tall weeds and garbage scattered about giving the area a "tattered" appearance.

The commercial strip along Arlington from 10th Street to 16th Street is the most commercially developed arterial in the entire neighborhood. Commercial, office, some special uses and even a medium density apartment complex is located on this strip. To the east of Arlington is a duplex subdivision. Further east, lot sizes increase in the Warren Park area. Pleasant Run gives a scenic appearance to this portion of Sector Four as well.

### Rezoning and Variances

There have been 26 rezonings and variances since 1970 in Sector Four. Of these, ten were rezonings, eight were standards variances, and eight were use variances. The majority of these variances are located along Arlington between 10th and 16th Streets from Kitley and Edmondson.

Eleven of the petitions involved residentially zoned land converted by rezoning or variance to commercial or office use. This is quite high compared to other sectors. However, the areas in question appear suitable for the use and any threat of further encroachment is not apparent at this time.



## CONSOLIDATED EASTSIDE NEIGHBORHOOD PLAN

### MAP 11 / EXISTING ZONING

**RESIDENTIAL**  
D2,D3,D4,D5,D7,D8

**COMMERCIAL**  
C1 Office Buffer  
C2 Office-Appartment  
C3 Neighborhood  
C4 Community-Regional  
C5 General  
CID Commercial-Industrial

**INDUSTRIAL**  
I2S Light Industrial Suburban  
I3S Medium Industrial Suburban  
I1U Restricted Industrial Urban  
I2U Light Industrial Urban  
I3U Medium Industrial Urban

**SPECIAL USE**  
SU1 Church  
SU2 School  
SU18 Substation Light & Power  
PK1 Park District One  
HD1 Hospital District One  
HD2 Hospital District Two  
A2 Agricultural District Two

The preparation of this map was financed in part by a Community Development Block Grant



June, 1990  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

METROPOLITAN DEVELOPMENT COMMISSION  
OF MARION COUNTY, INDIANA

EAST 16TH STREET LAND USE POLICY RESOLUTION 83-R-5

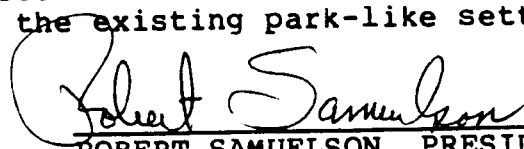
WHEREAS, it is the policy of this Commission to protect the established residential neighborhood around Community Hospital and thereby preserve the relatively quiet surroundings of the hospital; and

WHEREAS, from time to time the Commission finds it necessary to establish more specific policies concerning land use in particular areas such as the neighborhood around Community Hospital in order to provide a policy which will give direction to future zoning decisions in the affected area;

NOW THEREFORE BE IT RESOLVED that, pursuant to the Comprehensive Plan for Marion County, Indiana, and the zoning pattern which supports that Plan, it is the policy of the Metropolitan Development Commission,

- (1) to strongly oppose the conversion or destruction of residences for offices and other commercial buildings along East 16th Street between Emerson Avenue and Arlington Avenue, and along other streets within approximately one-half mile of Community Hospital.
- (2) to encourage the dispersal of new non-hospital controlled but hospital-related land uses to established commercial districts one-half to one mile from Community Hospital, and there to ensure that these uses have good access from the street, adequate parking, and attractive landscaping and screening.
- (3) to encourage the expansion of Community Hospital on its present site consistent with HD-1 zoning. To encourage the development of properties owned by the Lutheran Child Welfare Association consistent with HD-2 zoning and sensitive to the existing park-like setting.

DATED: March 16, 1983

  
ROBERT SAMUELSON, PRESIDENT  
METROPOLITAN DEVELOPMENT COMMISSION

APPROVED AT TO LEGAL FORM  
AND ADEQUACY THIS 14<sup>th</sup> DAY  
OF MARCH, 1983

  
JAMES B. BURROUGHS  
CHIEF COUNSEL ECONOMIC DEVELOPMENT

# ACTION PLAN

<u>Recommendations</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>Implementing Agencies</u>
-Formulate area wide group to organize a Community Development Corporation. (Consolidated Eastside Neighborhood Organization)		X			WVCA, ECO
-Implement Phases I and II of the Housing Plan.	X				CENO
-Implement Phases III and IV of the Housing Plan.		X			CENO, DEHD
-Implement Phases V and VI of the Housing Plan.			X		CENO, DEHD
-Implement Phase VII of the Housing Plan.				X	CENO, DEHD
-Closely examine development petitions for compatibility with the Consolidated Eastside Neighborhood Plan.	X	X	X	X	DOP, DDS, MDC
-Monitor private sector revitalization and infill projects. Discuss plans with developers early in the process and send representatives to public hearings.	X	X	X	X	CENO
-Closely examine permit applications and development petitions for Sector One, to assure provisions for proper drainage and streets. Require installation of sewers and streets, if needed.	X	X	X	X	DDS, DPW, DOT
-Determine existing zoning code violations and report to the appropriate agency.	X	X	X	X	CENO, WVCA ECO, DDS
-Determine which non-residential uses are violating the zoning code and which are legal, conforming uses.		X			DOP, DDS



# Action Plan (continued)

Recommendations	1991	1992	1993	1994	Agencies
-Assess problem areas for inoperable vehicles, litter and weeds and report to the appropriate agency.	X	X	X	X	CENO, WVCA, ECO, DDS DPW, DPS, H&H
-Arrange meetings with Forest Manor Multi-Service Center staff to coordinate neighborhood based programs to address social problems in the area.		X			CENO, CCI
-Consult area residents and neighborhood organizations before making changes in bus schedules.	X	X	X	X	METRO
-Complete widening of 21st Street.	X				DOT
-Commence planning process for the widening of 10th Street.			X		DOT
-Work with neighborhood organizations to install street trees in the Windsor Village area.		X			DPR
-Examine any tree preservation plan for the Lutherwood property to be sure as many trees as POSSIBLE are saved.	X	X	X	X	DPR

CENO - Consolidated Eastside Neighborhood Organization  
 CCI - Community Centers of Indianapolis  
 DEHD - Division of Economic and Housing Development  
 DDS - Division of Development Services, Department of Metropolitan Development  
 DOP - Division of Planning, Department of Metropolitan Development  
 DOT - Department of Transportation  
 DPR - Department of Parks and Recreation  
 DPS - Department of Public Safety  
 DPW - Department of Public Works  
 ECO - Eastside Community Organization  
 H&H - Health and Hospital Corporation of Marion County  
 MDC - Metropolitan Development Commission  
 METRO- Metro Bus Lines  
 WVCA - Windsor Village Civic Association

CONSOLIDATED EASTSIDE NEIGHBORHOOD  
PLANNING COMMITTEE

Public Officials

Mary Bridget Moriarty,  
Council District 15

Betty Ruhmkorff  
Council District 12

Staff from City Agencies

Brenda Cockrell, Coordinator, Crime Watch  
Minnie Harrington, Health & Hospital, Corp.  
Pam Skelton, Health & Hospital, Corp.  
Kathryn Snedeker, Neighborhood Services, Mayor's Office  
Pam Thevenow, Health & Hospital, Corp.

Residents and Businesspeople

Deloris Amonette  
Alta M. Barnett  
Mike Blanchet  
Bettie Browning  
Samuel P. Calhoun  
William C. Clarke  
Jack Crawford  
Larry R. Colvin  
George S. Collins  
Bernard L. Duncan  
Creston Eckart  
L.D. Ellison  
Max Fall  
Charles H. Goodman  
Constance Hulce  
Lou Jones

Robert Jones  
Michael Kelley  
B.E. Loveman  
Cheryl Monka  
Marcelene Nauerth  
Walter Nauerth  
Theodore L. Nicholas  
Carol A. Nolton  
Dan O'Brien  
Alice Pedigo  
Florance Kennedy Peters  
W. Dean Renner  
C. Thomas Sibert  
Francis Suesz  
Fred Suesz  
Ailene Thompson



#### ADMINISTRATION AND POLICY DIRECTION

William H. Hudnut, III, Mayor

#### METROPOLITAN DEVELOPMENT COMMISSION

James Wade, Jr., President

Dr. Lehman D. Adams, Jr.	Donald F. Elliott
George M. Bixler, Jr.	Lois J. Horth
Ed Buckley	Mary Ann Mills
James J. Curtis	Michael W. Rodman
Larry Tindall	

#### CITY-COUNTY COUNCILLORS (AND DISTRICTS)

David M. Brooks (AL)	Mary Bridget Moriarty (15)
Carlton E. Curry (AL)	Beverly Mukes-Gaither (AL)
Paul Jones (10)	Betty Ruhmkorff (12)
Julius Shaw (AL)	

#### DEPARTMENT OF METROPOLITAN DEVELOPMENT

M.D. Higbee, Director

#### DIVISION OF PLANNING

Stuart Reller, Administrator  
Clarke Kahlo, Deputy Administrator

Mike Graham, Principal Planner  
C. Sue Craig, Neighborhood Planner  
(Planner in Charge)  
Ed Mitro, Principal Planner  
Lisa Gilman, Planner  
Greg Ewing, Senior Planner  
Natalie Graves, Secretary  
Phil Pettit, Supervisor, Drafting and Reproduction  
Ken Percy, Print Shop Manager  
Darrell Walton, Draftsman  
John Roberts, Draftsman  
George Jacobs, Printer  
Burton Carter, Printer